# SURVEY Midmonthly

DECEMBER JOURNAL OF SOCIAL WORK 1939

## The Merit Amendment

FRED K. HOEHLER

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# So They Said

**in Pennsylvania in their applications to take the civil service examination (no qualifying education or experience required) for positions as visitors with the Department of Public Assistance.**

*Reasons for leaving previous position:*

Wife had a baby.

Resignation asked for and accepted.

Inability due to being left handed.

Frankly, no logical reason.

Sheriffed.

Was put off because I couldn't do the work.

Entrenchment.

Business wore out.

To escape the intentions of the salesmen.

*Statement of experience bearing on the work of visitors:*

As a short order cook in a diner I learned to make instantaneous decisions.

Worked for a doctor. Annual salary: none. Love.

Ushering in a theater obviously afforded experience in directing and guiding people.

Instructor in horseback riding for two years on and off.

I have made it a sort of hobby to understand human nature and have attended court trials to be able to determine when someone is lying and so I am so keen in that respect that I am very seldom wrong.

What I lack in age I have gained in experience as a painter's helper and experience is the best teacher.

I sold to the corner grocer the world's shrewdest buyer.

I look Italian so the Italian people have confidence in me. I speak Jewish so the Jewish people have confidence in me. I have a kind heart so everybody has confidence in me.

As steward I fed 500 members of the club and sympathized when they felt hurt.

I have been late only once.

I speak Pennsylvania Dutch if you call it a language.

I assure you I would take care of every penny spent as well as having bowels of mercy for the down and out.

I have been driving for nearly twelve years without accidents, tags, etc.

I have been trying to find my nitch in the grand manly movement you are so ably and so manly sponsoring.

I am a substitute sales clerk and it isn't surprising that I have the knowledge of the job expected of me.

By seeing a person I can mark her as a wet mop user or a colored rayon duster manipulator.

I have the ability to handle people on account of being a masseur in a Turkish bath.

I am a substitute farmer in chickens and rabbits.

My work as a newspaper reporter greatly qualifies me because a newspaper reporter must carefully handle people to attain his object and he must have keen powers of observation to observe more than he sees.

*Description of duties of visitor:*

One has to be accurate and neat in compiling statistics of any kind. The first step is to place the exact amount of hams in one certain column and none other. Second we had to add the number of hams and multiply it by the rate per ham and put it in a sub-total column. After this procedure had been given to each ham a total was found which had to be checked and checked again to see if it were true.

You must learn to smile when someone slams the door in your face and insults you just as pleasantly as when speaking to a friend or a pleasant old lady.

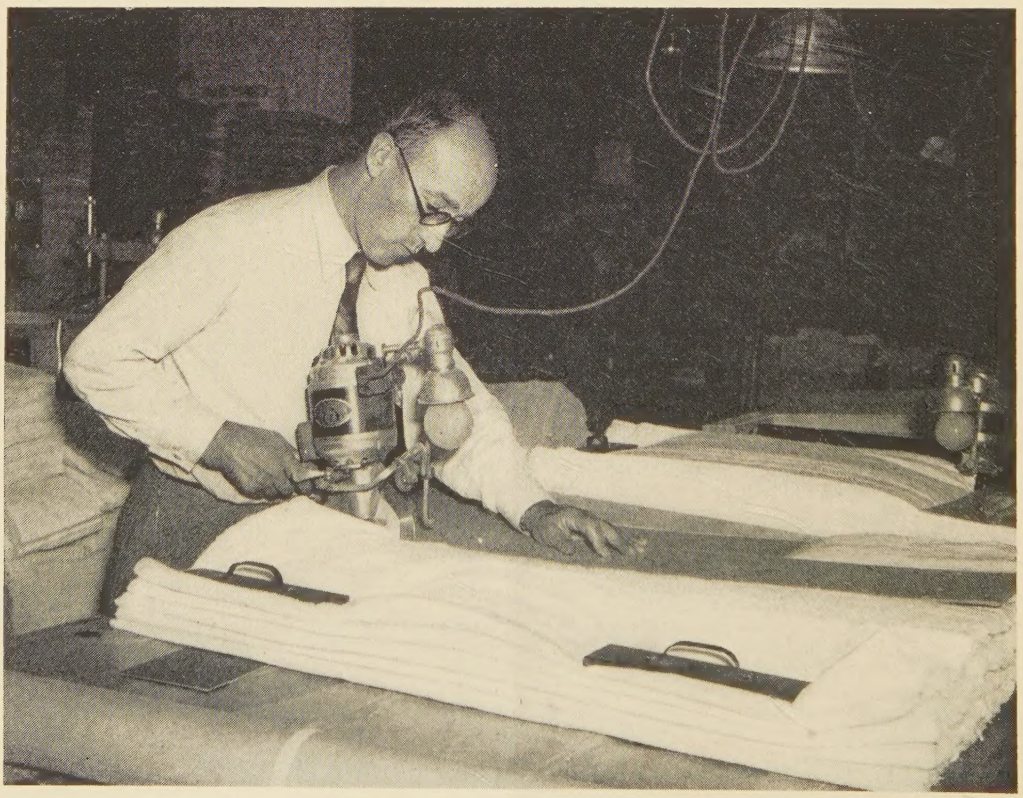
# New Skills and New Jobs

*(See page 367)*

New York Mirror photos

The man on the left brought with him to this country a 400-year-old German cake recipe. He employs 9 in his bakeshop, 100 agents

This emigré has started a filter corporation with 15 employes, to produce filtermass, used in brewing



Forced to abandon his novelty manufacturing business in Germany, this newcomer established a similar shop in the United States and has given work to 14 persons, 12 of them born here

SURVEY MIDMONTHLY

DECEMBER 1939

VOL. LXXV NO. 12

# The Merit Amendment

By FRED K. HOEHLER

*Director, American Public Welfare Association*

THE words between the parentheses are gone! As enacted, the Social Security Act required state plans submitted to the board for approval to include methods of administration "(other than those relating to selection, tenure of office, and compensation of personnel)". These parenthetical exceptions created a continuing problem in federal-state relationships and undermined efforts—state and federal—to establish and maintain social security administration throughout the country on a high professional level, free from the inefficiencies and frustrations of political manipulation. Difficulties arose in appointing personnel because of varied methods and the lack of any uniform basis for selection. The whole situation indicated the need for some help and direction from the federal agency in developing sound methods of personnel administration.

Now, by the congressional amendment to the act that removed the words between the parentheses, this need can be met. The amendment provides "such methods of administration (including, after January 1, 1940, methods relating to the establishment and maintenance of personnel standards on a merit basis . . .) as are found by the board to be necessary for the proper and efficient operation of the plan." Needless to say, new problems will be created by this amendment, even though it is an answer to the need which federal and state officials felt for a clear statement in the Social Security Act in relation to personnel. In considering its responsibilities under the amendment, the Social Security Board is trying to avoid arbitrary relationships with the states and to refrain from attempting to superimpose an inflexible pattern. Both federal and state officials know that proper and efficient administration requires clear definition of functions and assignment of responsibilities, the employment of the most competent available personnel, and the development of individual efficiency and staff morale.

Recognizing that federal standards must be realistic in relation to what is possible in each state, the board recently invited a committee of seven state welfare officials from representative geographical areas to meet in Washington with federal officials from the board and the Children's Bureau. The state officials, selected by the American Public Welfare Association, were the secretaries of the association's seven area conferences on interstate problems. All were familiar with administrative difficulties in their own and in neighboring states.

The meeting of this committee with the federal officials was a demonstration of a democratic approach to a central problem involving all three areas of government—federal, state and local. State officials were free to speak frankly about the contemplated federal plans and no "weasel words" came from either side in discussing the principles or the details involved. The unanimous agreement on the basic necessity for a sound state merit system was not a pious expression of, "I am for virtue and agin' sin." As one state director put it: "We want a workable merit system as much, if not more, than the board does. Poor personnel eventually cracks down directly on *our* necks." Other members of the committee pointed out, however, that it would be wise to avoid too much pressure in states where it may require several months to develop a constructive personnel plan with detailed rules and regulations.

PERSONNEL standards developed by the Social Security Board have been based on the experience of state agencies already operating under merit systems. Nevertheless, limiting constitutional and statutory provisions in some states may prevent the prompt adoption of a particular type of organization or administrative structure. Given time, these provisions could be changed.

Administrative and budgetary tangles present more problems than lack of legislative authority to establish state merit systems. The question, "How much would this new merit system cost the states?" was a tough nut to crack. The nearest the group of officials came to an answer was, "It depends." The group, however, did learn from some of the state directors that failure to develop sound methods of examination costs more in the end than a merit system. Written and oral examinations, together with inquiry into the education and experience of candidates, was offered as the most effective examining technique. This general pattern was viewed as flexible because the emphasis could be varied as among the four factors.

The federal officials made it clear that they do not expect full-blown merit systems to be in operation by January 1, 1940, but that they do anticipate adoption of a comprehensive system. In the interests of economy and in order to achieve an integrated and effective state administration, the board looks forward to the gradual development of a joint state system for public welfare and unemployment compensation agencies. This means that all the personnel

in programs operating under the Social Security Act—child welfare, public assistance, and unemployment compensation—should, if possible, come under a single system.

The state administrators pointed out that in states where separate state agencies administer the several programs, complex problems of inter-agency relationships would arise. The state agencies concerned with health, education, labor and so on, have their own systems. Whether the systems are sound or ineffective, these departments probably will resist a change, even though it means a cut in the total cost of state administration.

IN addition to problems of costs and of legislation and state relationships, is the problem of public acceptance. As one of the state administrators put it: "We not only have to sell our governor, our key legislators and other state officials but we must remember the people in local communities where a reaction to any new system is pronounced. Their acceptance will be determined in part by the extent of insecurity felt by the local staff and by the depth of their understanding of what constitutes merit selection of personnel."

The staff of the Social Security Board had anticipated some of these difficulties and was ready to listen to realistic suggestions of procedure. The committee asked: "How shall we handle the problem of incumbency?" "What about the person on the job who is doing creditable work?" The board suggested, and most of the state administrative officials concurred, the technique of qualifying tests designed to determine whether present staff meets reasonable minimum requirements. But, the question was asked, "What do we do if they do not meet the minimum educational and experience qualifications?" The answer came from state and federal officials in concert: "Use service ratings as a substitute for those qualifications. If their service rating qualifies them for the examination, then they have demonstrated some capacity for their jobs and should pass a written examination based on practical program operation. If they don't pass, they should not be in the agency."

No one present wanted an open competitive examination for everyone on the agency staff. This method fails to recognize merit systems, formal and informal, which have been in operation for years, and may result in a turnover in staff that would be disastrous to the program. On the other hand, no one wanted "blanketing-in"—not even a little of it. Both state and federal officials at the meeting favored a specific technique for handling each problem of personnel administration, but some of the state officials hoped that there would be enough flexibility to allow for state initiative in certain areas. Unassembled examinations or the evaluation of material submitted by candidates, rather than a competitive test, were suggested as an economical measure which could be used where there was sufficient specific professional content in the job. However, this method must be used sparingly, especially in a new merit system.

The group considered at length the administrative structure which might be adopted in the several states to achieve effective merit systems. The types of state structure which received most attention were those which might be classified as: departmental systems, established civil service, joint merit systems. Other variations were also reviewed because combinations of these types exist in some states.

Departmental merit systems gained impetus during the period when state agencies were developing plans for approval by the Social Security Board. These plans for selection and management of agency personnel offer a nucleus for the development of more elaborate and detailed merit systems and a framework for building the standards best suited to each state within which detailed rules and regulations could be developed. These systems frequently are authorized by legislation broad enough to allow flexibility in the examining process and in revising rules and regulations as experience requires.

The expense of operating separate departmental systems is undoubtedly greater than the expense of the joint system or of using an existing civil service agency. One administrator said that in his state the public might react unfavorably toward the merit principle itself if a departmental system were to be developed independently of another department or of an existing state civil service. This issue undoubtedly will be raised in states where the existing civil service law and agency fall short of acceptable standards and where, therefore, independent departmental systems are contemplated.

SOME of the state directors at the conference saw disadvantages in joining with other state agencies in a personnel recruitment and management program, "because the other agencies are in on the ground floor and already operating, and we therefore will have limited control over our public assistance personnel"; or, as one director observed, "because the other agency's system sometimes has a bad name, has been the object of political attack or justifiable public criticism." One director was concerned over salary differentials which would raise in the staff and in the public mind the problem of equal pay for equal work. This observation raised the question of federal leadership in matters of adequate salaries in federally aided programs. In some instances, where the federal programs operate in the local community, salaries have been out of line even with a rational local policy.

Where states operate departments under a statewide civil service law, the question arises of interdepartmental relationships with the civil service agency. The departmental and joint systems would then need a "Merit System Council," or some similar impartial body. As proposed by the Social Security Board and critically reviewed by the state directors at the meeting, such a council would be appointed by the administrative agency or agencies for stated, overlapping terms, no council member to be employed by any of the state agencies affected. It would be responsible for (1) recommending for appointment a merit system supervisor who would administer examinations; (2) developing rules and regulations of the merit system; (3) reviewing classification and compensation plans developed by administrative agencies; (4) acting as an appeal board on personnel matters.

Such an independent agency, it was held, "would be easier to sell to the public because it guarantees impartiality, serves the administrative agency and remains free of political control." It also was said that a council of this type would not interfere with internal agency personnel administration, though many in the group pointed to difficulties in defining "internal."

This brief review of a two-day session only highlights the many involved problems that the group discussed. Everyone who attended the conference felt that great strides had been made in learning what civil service involves and in discovering that the establishment and maintenance of personnel on a merit basis is not as simple as it sounds and will be accomplished, not by waving a wand, but by careful study and patient building on experience.

# Social Work and the Press

By RAYMOND CLAPPER

*Washington Office, Scripps-Howard Newspaper Alliance*

"SOCIAL workers are not popular," said a friend of mine, himself a social worker of long experience. "Have you ever seen one of us favorably depicted in a motion picture? Inevitably we are shown as busybodies remonstrating about something or other, or catching a relief family spending 15 cents for the movies."

As a newspaperman I knew how he felt. Only the night before I had sat through a picture that showed reporters as little more than drunken bums. Newspapermen, like social workers, have been cast in a type which is fixed in the public mind. I see little chance to break the stereotype, little to do about it except to try not to live up to the distorted picture.

But I realize that while it matters very little if newspapermen are misrepresented in the public mind, it does matter if social workers are misrepresented. Nobody cares about us as long as we get the news and produce good copy. But social workers are dependent upon the good will of the public for the support which their activities and institutions must have, and since the public does not differentiate very clearly between the work and the worker, fortitude under misrepresentation is not enough.

I do not know why social work and social workers are so widely misrepresented. As a newspaperman I can only suggest a few things which occur to me as possible reasons, a few things that might be done to correct them.

In the first place the very nature of the work invites criticism. Social workers deal with people who have encountered personal hardships; they make decisions that touch intimately the whole life of individuals and families. The public looks on and, not knowing all the circumstances, is apt to see the social worker as meddling in other people's affairs, doing too much prying and managing of individuals. It wonders why you can't simply give the client a basket of groceries and consider the job done. It is impatient with the methods of social work, which it does not understand, and takes it out on the social worker.

The growth of public relief agencies in recent years has brought in another factor. These agencies need trained social workers. Yet the usual politician resents a job on the public payroll which goes to such a worker and not to one of his political henchmen. I know that federal relief agencies time and again have been compelled to recognize political demands and to appoint politically sponsored relief workers when, if they had been free to do so, they would have selected professionally trained people.

As to the press I should say that on the whole, with some exceptions, there is no animosity toward social work or the people doing it. What the press often reflects is the critical feeling of politicians and of the public. As a rule I think newspaper editors and newspaper reporters are reasonably familiar with the work which social agencies are doing in their communities, and that by and large they are sympathetically inclined. Certainly those agencies which participate in community chests receive each year much favorable publicity in their local newspapers.

Here and there of course is a newspaper that is frankly hostile and that never misses a chance to turn both its heavy guns and its snipers on social workers and all their works. A psychologist probably could explain the fundamental reasons for this hostility; I doubt if it would yield to ordinary case work. If no basis for a friendly attitude can be established there seems to be nothing for social workers to do but grin and bear it, comforting themselves, if they can, with the realization that 100 percent hostility sometimes defeats its own purpose. However, in one large city the situation, while hopeless in respect to one newspaper, is saved by the fact that the other two have an open editorial mind and are responsive to all community activities that are demonstrated as being in the public interest.

On the whole I think it is safe to assume that in many localities not enough effort is made to keep newspapers properly informed concerning social work activities, and sometimes, where the effort is made, it is not as satisfactory as might be because of lack of knowledge on how to deal effectively with the press. By this I do not mean writing copy for newspaper publication. As a working newspaperman I would say that is a complete waste of time and energy. Writing copy is the newspaper's work. It insists upon doing it for itself and usually does it much better than a social worker could.

First of all, it seems to me, social workers should cultivate good working personal relations with reporters and editors. In this the social worker can learn from the politician. His bread and butter, like social work, depends upon public approval. He devotes a great deal of his time to thinking how he may win that public approval, and he works to a considerable degree through the press. Perhaps the busiest man in the United States is President Roosevelt, yet through crises and through doldrums he gives unfailing attention to his semi-weekly press conferences. He permits nothing to interfere with them and he gives the reporters as much time as they require for their questions. In fact in the most tense periods he is apt to be even more painstaking in his attention to the press because he knows how vital it is to have public opinion moving in his favor.

THE same is true of lesser officials. A responsible newspaperman with questions of general importance has little difficulty in clearing with a Cabinet officer either directly or through an assistant. That is true too with Senators and Representatives, and with state and local politicians. They are never too busy to explain the background of a situation to a responsible newspaperman. They know through long experience that they can trust reporters and editors, and that it is better to give a full picture even though part of what they say is confidential, than to risk an editorial or a news story written through lack of information and understanding.

This working relationship between the politician and the press could well be emulated in many other fields of activity. Business would have been much better off long ago had it adopted a similar policy. Businesses alert enough to do so have found it greatly to their advantage. The medical profession has been negligent in this regard. Every

working newspaper reporter has his own personal stories to tell about the difficulties of obtaining accurate information from hospitals—information which the patient usually would be perfectly willing to have given out. Here I know it will be said that reporters are prying into private affairs which are none of their business. Yet as a matter of fact the reporter in most cases is seeking simply the details which friends of patients are anxious to learn about, and which he finally obtains by word of mouth correctly or otherwise—often otherwise.

Another lesson from the politician. Social workers want a good press and favorable public opinion. Then why not seek the advice of editors and reporters? Their lives are spent in studying and understanding public reaction. They're much more sensitive to subtle effects than the average person possibly can be. The majority of successful politicians get as much out of newspapermen as newspapermen get out of them. Practically every politician has his friends among newspapermen and editors upon whom he tries out ideas and gets their reaction. He lets them punch holes in his case, and gathers from them advice as to timing, always of great importance. In fact one of the pitfalls in our business is the constant temptation of a newspaperman to "go statesman." After a reporter or editor is asked a few times for advice, he begins to think of himself as a statesman, and if he doesn't watch out that is the end of a good newspaperman.

This little shop talk about the political reporters is put in with the idea that it may encourage social workers to view the newspaperman not as a burglar but as an intelligent gentleman with his job to do, who prefers to work with rather than against people. Consider him and deal with him as you would deal with any responsible business man or professional man in your community.

NOW about publicity or press relations employes—call them what you like. In newspaper offices they're press agents. Only a very large organization has need of a special publicity man. The smaller social agency is better off without one. If an agency is so large that it is necessary to have a general clearing house for the press—and I think this is true only in the larger metropolitan centers—do not think that the problem of press relations is solved by hiring a press agent. On the contrary, it has only begun. A press agent not properly used is worse than none at all. He will succeed only in irritating the press.

If a press agent is on the staff he must not be treated as an outsider. He must be as intimately associated with the whole operation of the agency as anyone in the set-up. In fact, he must be almost an alter-ego for the top executive. His relations with the top executive and with other key people in the organization must be so intimate and so thoroughly informed that when a reporter or editor talks with him he knows that he is talking with an authoritative spokesman and not with a buffer. He must have the run of the place and there must be no holding out on him. He must know the facts even of matters which it may seem unwise to make public. If he is a good press agent and is properly treated he will know perhaps better than anyone else what should and should not be made public. That is one reason he was hired. If he is a good press agent you don't need to tell him how to run his job. If you cannot find a man that you can trust with such responsibility or such inside knowledge of the organization, then it is better not to have anyone.

But since relatively few social agencies can afford a publicity man, let's forget about him and go back to the matter of cultivating good working relations with the local press. In most communities this does not involve many contacts—the editor of each paper and the reporter who covers the agency; two, four, possibly six people at most. Let this group constitute your publicity council. These men are interested in community affairs. Deal with them on that assumption.

The top executive must be the contact man. He is the one who speaks with authority, the man the reporters want to talk to first of all. I know all social workers are very busy. So is everybody else, even newspapermen. But never be too busy to spend a few minutes with a reporter when he wants to see you. You can make no better use of your time. If you do not have at hand the detailed information he wants, call the person who has it. Give the reporter access to firsthand sources, making it very clear what cannot be published and why. Leave no room for doubt or confusion on that point and 99 percent of your trouble will be eliminated.

SOCIAL workers who consider themselves trained technicians have a tendency to the supercilious attitude of the scientist toward anything "popular." It is perhaps natural that a scientist, busy splitting an atom, should be impatient with those of us who have practically no speaking acquaintance with atoms. But social workers are dealing with human beings, human tragedies, with the very stuff of life. Let them be technical in their work, but not in the way they feel and talk about it. I never have liked the terms "cases" and "clients." It is necessary to have such handy reference terms, but it would help if social workers did not use them so much.

So when a reporter comes in with a situation that is particularly tragic—a family apparently starving in a shack down by the river, for example—don't go professional and scientific on him. Here is a case bound to arouse instant public sympathy. Usually the newspaper will turn to one of the social agencies before reporting it. When that happens the agency is put to its real test so far as public relations are concerned. My idea is that the social agency should leap at the opportunity and take the ball. Don't waste breath telling how the family got that way and who is to blame, but do something about it and do it fast. If you don't, someone else will—the newspaper will see to that—and you'll be in the doghouse.

I know that there are many considerations about an incident of this kind. Yet the real business of a social service agency is to help people in trouble and when you have an incident which arouses public sympathy you should thank God for it, and jump at the chance to show how rapidly and effectively you can give help where it is needed. All the disadvantages that a trained technician sees in swift action are to my mind cancelled out a dozen times by the awakening of public interest.

It is unfortunate that the public is indifferent much of the time. It is clear gain when some spontaneous event arouses interest and sympathy, a gain that will pay dividends when the hat goes around in the next community chest drive or the budget for the public welfare department goes to the local financial officials. Social work cannot be aloof and high hat for eleven months of the year and expect to be understood and supported the twelfth.

*This article is drawn in part from Mr. Clapper's talk before the Indiana State Conference on Social Work.*

# In a Strange Land

By KATHRYN CLOSE

SOME Wellsian chronicler, centuries hence, may see the present era as characterized by one of history's greatest shiftings of population. Many today believe that the exodus of Germans, Austrians, Czechs, Poles and Spaniards from their homelands is only the start of a movement which may not end for generations. The beginnings were in 1933 when victims of racial and political persecution first fled from Hitler's regime. Since then it has been accelerated by frank expulsion. Hundreds of thousands have gone out from Germany alone. Of these only 75,000 at most have reached our shores. A drop from the torrent.

But 75,000 people can be a drop only to a historian. The contemporary (of democratic persuasion) can distinguish an individual from a statistic and knows that each one of the 75,000 is a human being with his own likes and dislikes, hopes, fears, loves and despairs. This awareness of the individual, characteristic of American philosophy and the basis of American social work, makes it impossible for us to ignore the newcomers. These people have been violently uprooted and are attempting to transplant themselves in strange soil. What are their problems? How can they be helped to face them, and to adjust themselves to a new way of life?

Thus far the refugee problem in this country is not of large proportions, certainly not in comparison with the social and economic problem of "one third of a nation." Only in the last year has the immigration quota from Germany and Austria—27,370—been filled. The quotas for other Central European countries are much smaller than for Germany. Czechoslovakia's is 2874 and only persons with Czech passports can come in under it. But if the refugee problem in this country is small it is infinitely complicated. Its complications lie in the individual, in the emotional strain inherent in his recent experience, and in his awareness that he is not wanted and often is resented because of the fear that he may augment the domestic problem of unemployment. These complications made it clear from the first that the refugee could not be left to flounder in the community no matter how full of social resources it might be. So, because necessity is the mother of invention, new resources have sprung up for the refugee, some of which he invented himself and others of which grew from the conviction of informed social workers and laymen that existing resources would not do. In all these efforts the "individual approach" was intensified and extended so that, like a microscope, it focused attention on details. What might have been vague concern for a problem was thus transformed into sharp concern for the individual.

Organizations that work directly and effectively with and for refugees are legion. They cannot even be listed in this article which must limit itself to the activities of certain committees operating on a national scale. There are four organizations which shoulder a great proportion of the actual work and serve as a means through which a number of others, large and small, cooperate for greater effectiveness. These are: the National Refugee Service, non-sectarian in scope but with parts of its program dealing mainly with Jews; the American Committee for Christian Refugees, a Protestant organization; the Committee for Catholic Refugees from Germany; the American Friends Service Committee (Quaker) which combines its non-sectarian relief work abroad with non-sectarian services for refugees in the United States.

On first thought this division by faiths of organizations to succor those escaped from racial and religious persecution might seem paradoxical. But behind the seeming paradox is American tradition and experience in support of "good works." An appeal for victims of persecution of one's own faith strikes closer than an appeal for mere siblings in the brotherhood of man. These organizations work closely together with frequent consultations to plan their policies and procedures. Many of the services of the National Refugee Service, the largest and most widely organized of the four, are available to clients of the other committees. This is true now of the vocational training and cultural programs and may be true, later on, of resettlement projects.

The National Refugee Service, the Committee for Christian Refugees and the Committee for Catholic Refugees are similar in their organization and background. All grew out of the gradual awareness of the distinctiveness of the refugee's need. The National Refugee Service (before its reorganization last June the National Coordinating Committee for Aid to Refugees and Emigrants coming from Germany) was formed in 1934 to bring together the work of about thirty organizations then proffering some kind of service to refugees. The word German or Germany was omitted in the new name and was dropped from the name of the Christian committee when it became apparent early last year that in the future the need for help will not be confined to persons of German origin.

THE problems brought by those who have managed to escape across the world are of two kinds: those which might be experienced by any person and those intrinsic to the refugee. Many refugees do not require any help. They have their own resources and are able to make their own adjustments. Of these we hear only of those who are famous, such as Albert Einstein and Thomas Mann. However, there are many other emigrés who find their lifelong training valueless for work in this country, who are breaking under the strain of years of anxiety and fear.

A description of the set-up of the National Refugee Service indicates the variety of problems the refugees face. The organization is divided into four major departments: migration, employment, relief and service, resettlement. Each has associated with it a number of committees engaged in a variety of activities related to its purpose. Every refugee who comes to this country must have the affidavit of a United States resident that he will not become a public charge. Besides this affidavit he must have a passport properly visaed and a quota number. The Service's immigration department is concerned with these pre-immigration problems and with aid to refugees in transit. The employment department, in finding work for the emigrés, avoids appeals to sympathy which might displace American workers. This means, more often than not, occupational guidance and a degree of retraining. The relief and service department gives financial assistance to those refugees

whose affiants have been unable to live up to their promises of support, and also offers the skilled services characteristic of social agencies which aid in personal adjustments. The resettlement department attempts to place refugees throughout the country so that they will not all be bottled up in their port of entry, usually New York City.

It is to resettlement that the organization attaches its fondest hopes for the assimilation of the refugee into American life. Here personalized "neighborliness" comes on the scene. Affiliated with the National Refugee Service are 413 local committees in medium-sized cities and towns throughout the country. Each committee usually assigns itself a quota of refugees each month. It also studies the community needs so that the newcomers will have an opportunity to make a real contribution to community life. Thus a committee will write: "Our town needs a music teacher—send us a musician"; or "We need a rabbi to assist in our synagogue." Accordingly the resettlement department scans its lists for a musician and a rabbi willing to go, whose personality and background seem adaptable to the town in question. But the work of the local committee does not stop there. When the emigré arrives he is "taken into the fold," helped to find a place to live, introduced to persons who might become his friends, told of the customs of the town and its "way of life."

ANOTHER arm of neighborliness which reaches into communities where refugees have found a haven is the Good Neighbor Committee on the Emigré and the Community. [See *Survey Midmonthly,* September 1939, page 287.] This committee, which cooperates closely with the NRS and other agencies, proposes to form local groups which will work not so much with the refugee himself as with the community in an attempt to dissolve prejudices and promote a better understanding of the problems which the refugee faces. In a way its aim is to make a social worker of the community by creating community interest in the refugees who have come to it. This committee has grown logically from a need apparent to those organizations which work directly with the refugee.

Resettlement, however, is not limited to those for whom jobs are found before they leave New York. Local committees of the NRS usually signify their willingness to take on a certain number of refugees and care for them, even with relief if necessary, until jobs are found. Finding employment for the emigré in the smaller community often is easier than in New York. In the American hinterland a "foreigner" with a business or a professional past is more of a novelty than he is in New York and has a certain standing as a cosmopolitan. For example, a small middlewestern college which added a refugee to its faculty found that it unexpectedly had added to its prestige. The refugee took a new post, especially created for him and, as the only European scholar on the faculty, became the college's star attraction.

One great aid to the National Refugee Service in planning for resettlement has been the spontaneous quality of the local committees. Most of the groups have been formed by agencies and their leaders deeply perturbed by the fate of the refugees. Jewish communities throughout the country are keenly alive to the refugee problem with all its implications and their efforts toward "doing something about it" have generated from within. This has not been so true of the followers of the other faiths, particularly the Protestants, who have been slower to react to the plight of the refugees. However, this situation is now changing: local committees under Protestant leadership are developing plans for resettlement work; financial support is growing and the whole effortis moving forward with increasing momentum.

The Catholics, on the other hand, have the advantage of their well integrated Catholic charities. Each Catholic diocese in the country has its organized charities headed by its bishop. These diocesan units work closely with the Committee for Catholic Refugees and thus facilitate the work of resettlement.

GREATEST difficulty in the resettlement program is the attitude of the refugees themselves. In spite of the limited opportunities for refugees in New York City, experience indicates that many of the newcomers are very hesitant to leave it. Of course this reluctance is understandable. Most of these people know of the cultural and professional advantages of New York, and many have kinsmen, friends or friends of friends there. The rest of the country is to them only a lonely vastness in which they would be utterly lost. To the people in the large refugee "colony" in New York's Washington Heights section, the thought of plunging once again into the unknown is almost unbearable.

In order to enable the "resettling" refugee to make more easily the transition from the metropolis to life "inside America" the American Friends Service Committee has established Scattergood Hostel, a refugee home in a small Iowa community. This is but one of the rehabilitative projects of the Friends, whose refugee work in this country is confined to services rather than relief. Scattergood Hostel is a venture in cooperative living for approximately forty refugees who share the maintenance work of the establishment. The refugees live at the hostel for about three months while they learn the English language and American customs and traditions and, if necessary, receive vocational retraining. Trained workers at the hostel make every effort to find employment for the refugees in nearby communities. For the most part they have been successful. Because this venture also has been hampered to some extent by the refugees' reluctance to leave the Eastern seaboard, the Friends now are concentrating much of their attention on educating the refugees to the advantages to be found in other regions, particularly in the Middlewest where living costs are lower and the attitude toward foreigners more hospitable.

It must not be assumed that the refugees are being "difficult" and "uncooperative." Such a conclusion would be extremely unfair. The group as a whole, as has frequently been pointed out, is superior in intelligence, education and cultural background. [See "Good Business," by Dorothy Canfield, *Survey Graphic,* February 1939.] Most of the early comers were either business or professional persons; those now arriving are for the most part highly skilled workmen and artisans. Of the total about two thirds are Jewish and one third Christian. Louis Adamic's characterization, more descriptive of them than any classification, is, "some excellent, some good, some bad, some indifferent; some who have been terribly affected by the brutal experiences, who are half-stunned, in a daze which is like a nightmare—*and all are human beings.*" It is as human beings with the strengths, the weaknesses and the differences of human beings that they are struggling to work out their own problems and to help each other.

The peculiarly German quality of many of the indus-

tries from which these refugees have drawn their experience has enabled some of them to set up in business here without competing with American firms. Scores of these small industries which, incidentally, usually employ more Americans than refugees, already are proving successful. In many instances it has been necessary to retrain American workmen in order to obtain the personnel required. One of these firms, producing for export a number of novelties not previously made in America, employs one refugee and nine Americans; another specializing in button carving, not previously done here, employs two refugees and ninety-five Americans; still another employs three refugees and five Americans in the publication of scientific books, thus continuing in this country a business which in Germany had built up an international clientele. In other instances the refugee has brought to American industries new skills which have enabled them to improve their products or to branch out in other lines.

These comparatively successful refugees have not been content just to make their own way. They are acutely conscious of others less fortunate than they—persons like refugee physicians who face restriction at every turn, or like refugee lawyers who find their years of training and experience valueless here. Even more deeply are they concerned about refugees still in flight, who can find no place to go and no means to carry on. Accordingly the "successful" German refugees have formed their own organization for the aid of their fellows. It is called Self-Help for German Emigrés. [See "German Emigrés Help Each Other," by Toni Stolper, *Survey Midmonthly,* April 1938.] While this organization is concerned chiefly with the relief of refugees stranded in other countries and with their emigration to whatever haven can be found for them, it also cooperates to the fullest extent with the refugee committees in this country. Its staff is composed almost wholly of volunteers, many of whom devote full time to the work. Its funds come entirely from German refugees in America with the exception of the office overhead which is paid by American friends. The group has been invaluable to the American committees in bringing them understanding of the emotional and cultural conflicts that must be resolved by a stranger in a strange land. The American committees consult the self-help group continuously and the group in turn refers refugees to the committees for service.

The present activities of the refugee committees and the records of recent arrivals show clearly the mistaken nature of the idea, which somehow has gained headway, that the problem of the refugee in this country ended with the outbreak of the present European war. The truth is that the problem is more difficult than ever because the refugees now arriving have been able to bring nothing with them—their precious papers, a handful of clothing and that is about all. The fact that Christians and Jews are numbered almost equally among those who have been coming in since last summer indicates to thoughtful observers that it is time for non-Jewish Americans to join the "reception line," instead of dismissing the whole matter as "a Jewish problem."

The same observers maintain that a more extensive resettlement program holds the most promise to these dislocated people for gaining a new footing and for making the contribution to American life of which they are capable. Such an extension, however, to be successful, will require a sharpened awareness throughout the country of the nature of the problem of the refugees in America as well as a program of education for the refugees themselves.

# No One Can Do Everything

By E. KATHRYN PENNYPACKER

I MUST confess to a growing irritation with the idea that the county worker's job is fundamentally different from that of the social worker anywhere. My whole experience in years of work in rural areas in three states denies that idea. Those states are on the Atlantic seaboard, but if there is any spot more rural than Sandtown, Kent County, Del., please lead me to it. That particular spot can be recognized only by the gas pump in front of Sam Houston's general store. There isn't even a crossroads to mark it on the map.

As I see it, people are people and they are "funnier than anybody" wherever you find them. A case worker helps people by an approach and a method which is fundamentally the same whether she is just a human atom "in a stall devoted to a segment" of the case load of a large city agency or whether she is the only social worker in her county. The approach is individual and the method is, or should be, professional. Just here is where I part company with those who discuss the relative merits of training *vs.* experience for the rural worker. I don't think it is an either/or proposition: both are essential. I have a further conviction that rural social work can be carried on at a high professional level, and must be if it is to be effective.

I do not for one minute question the necessity of learning on the job and of modifying procedures to meet changing or radically different situations. But surely this is not a distinctive requirement for rural social workers. Where would city social workers be today if, under the pressure of an unprecedented relief situation, they had not learned to modify their ways of working? Is there a fundamental difference in necessary skill and knowledge for meeting the realities of a rural situation, rural clients, rural public officials and those of a city? I doubt it.

Part of any social worker's equipment is a working knowledge of the local economy, social life, school facilities, health and medical services, and what-have-you. If the worker is at first unfamiliar with all this, she soon begins to absorb it. Only a person completely oblivious to the community and the clients she is serving would fail to do so. In the city, knowledge of housing and industrial problems is essential; in the country, the problems of the farmer, his tenants and his day laborers demand attention. All the reading in the world is not as valuable to either city or country worker as the day-by-day facing of these problems in the lives of clients, be they urban or rural.

After all whom do we serve as social workers? The clients, most assuredly. The community, yes, but in a different sense. We are the instruments whereby the community helps

those in need of a particular service. We serve as its personal representatives, so to speak, in giving help. We have a responsibility to the community for rendering this service and doing it in such a way that the client's needs are met insofar as the community, operating through the individual worker, can do so. It is true of course, that in many rural areas the social worker in the new child welfare services under the Social Security Act represents state and federal rather than local concern for dependent and neglected children. "The gov'ment," as represented by the child welfare worker, is pretty far removed from the bailiwick of Sam Houston, the local storekeeper.

I have small patience with the idea that "an undifferentiated service" is the most feasible way of practicing social work in rural areas. That may be because distances in rural Delaware are not so great as in western states, but in any case I believe that it is a mistake to expect a rural social worker to do everything from certifying people for WPA employment to placing children in foster homes or running parties for old folks. In fact, I hold that the case worker has no business organizing social gatherings as part of her regular job. If she wants to do it in her leisure time, all well and good, but it is a group activity that falls outside her function as case worker, even though she may be responsible for administering funds for old age assistance.

If Miss So-and-So is the only "case worker" in the county, I submit that it is much wiser for her to be responsible for services to a particular group of clients than to be at the beck and call of all the welfare services. To say that she should provide "case work service" for old age assistance, ADC, the blind, crippled children, maternal and child health, direct relief, WPA, CCC, NYA and transients, seems to me to defeat her reason for being there at all. What is this so-called "case work service," anyway? For two years I have struggled with this question in relation to other agencies that ask for "case work service" for their clients, and I have not found a satisfactory answer. Perhaps that is because my conception of case work is closely related to my conception of agency function and the responsibility of a case worker to identify with this function in order to be helpful to those needing the service of her agency. For me, case work unrelated to function means irresponsible activity and not real help.

LET me illustrate directly from my own experience. The child welfare service department of the state agency for which I work frequently is asked for "case work service" for families with children receiving certain kinds of public assistance. We have no responsibility for determining eligibility, we do not administer relief funds, we are not employes of the relief agency and, therefore, have no direct responsibility to it. The help that a family may need, aside from actual financial assistance, is vaguely felt but not clearly defined by the relief worker. She says, "My supervisor doesn't want me to touch children's cases," or "Mrs. Mapes isn't spending her money for the benefit of the children," or "She has a star boarder, can't you make her see she mustn't go on this way?" What then? How can our CWS worker be helpful? What function does she have in relation to the family? Is she to act as a detective to see that Mrs. Mapes spends her money properly or does not entertain "star boarders?" I hope not. What is it that the relief worker does not have time to do that she thinks a "case worker" can do? Perhaps she feels a need for help that her clients do not feel or even want. Perhaps she has a standard of behavior for her clients which qualifies her willingness to give financial assistance unless they conform. She can't "make" them conform so she asks for "case work service." This seems more like a confession of her own inadequacy than a real need of her clients.

We rural social workers must think our way clearly out of these dilemmas. We cannot afford to excuse ourselves on the basis of the pressure of work and a never-ceasing demand on our time. First of all, we should decide that there are very real limits to our job and begin to use those limits constructively and helpfully in giving a particular service, instead of making ourselves available to "do everything." Only thus can we demonstrate the value of real social case work in the rural districts. Only thus can we set a standard of performance that will be a guide to the establishment of better standards of service and personnel in the other welfare agencies which are now asking us for this so-called "case work service." The process may be slow, terrifically slow sometimes, but I believe that it would be fruitful. The trouble is that we get caught by the desperate need for better social work services all along the line. We are, or think we are, equipped to give them, so we make a try only to find that we have scattered our energies and have not been particularly helpful anywhere.

IN Delaware we have, in the State Board of Charities, a child welfare department with a fairly clear conception of responsibility for the care and protection of dependent and neglected children, and those in danger of becoming delinquent. We do not have funds to aid children in their own homes, but we do have funds to provide foster home care for children who need it. The Mothers' Pension Commission administers ADC funds and "mothers' pensions." The federal government provides money for helping to administer child welfare services in the two rural counties. Our service is set up on functional lines and we are honestly trying to render a real case work service to children. In so doing we find ourselves, willy-nilly, related to relief-giving agencies, to local citizen groups, to the juvenile court, to the industrial schools, to the public schools, to the State Board of Health in its maternal, child health, and crippled children's program, to doctors, hospitals, lawyers and what-have-you. We administer an adoption law and thus find ourselves related to maternity homes, unmarried mothers, adopting parents, orphans' court, and so on. The variety of our relationships knows no limits except those of the community itself and its resources for human welfare; but our function is limited to the particular one of helping children, and of protecting them from neglect and the evils of broken homes.

One of the most serious dangers facing the rural social worker is her inclination to take too much responsibility. I have found that people in rural communities are loathe to shoulder their share of certain kinds of responsibility, in child welfare, for example, by going to court with the social worker in a case of serious neglect of children. They may know that Josh Smith is a drunken, brutal father, that Maria Smith is "weakminded," unable to care for her seven children decently and that she sometimes runs off with other men, leaving fourteen-year old Susie exposed to attacks by her father; but they refuse to appear in court as witnesses to these facts. Their refusal seems to be rooted partly in fear of what the father might do to them if they testified against him, and partly in a conviction that the social worker ought to reform the father and make him support

his family, so that the state would not have to spend money caring for his neglected children.

The social worker's relationship to this tangle of family and community is complicated. It demands all the skill that training and experience can give her; a sensitivity to the needs of the children, materially and emotionally; a nicely balanced appreciation of the responsibility and capacity of parents—or their lack thereof—for providing adequate care for their offspring; of the responsibility and resources of the community for cooperative help; of her own responsibility for helping these children. Her eyes must always be on the children; and all her relationships with the neighbors, the parents, relatives, doctors, clinics, court, and other agencies, should contribute to her purpose of helping them.

Take the case of Jimmy Smith, one of Josh and Maria's brood, caught swiping cookies in Sam Houston's store. The neighbors think in terms of punishment, specifically the industrial school; the mother loves Jimmy after her fashion; the father thinks he is old enough to be of some use to the family; Jimmy himself is scared to death and covers it up by swaggering. What is the case worker to do? Take Jimmy promptly to juvenile court and urge his commitment to industrial school? That might satisfy the neighbors, but her job is to help Jimmy. So she makes a counter-proposal. Perhaps foster home placement would help Jimmy, shall we try it? The neighbors shrug their shoulders and express doubts, but agree that at least he would be out from underfoot in Sam Houston's store. This is doubtful cooperation, but it is not opposition, so she goes ahead.

It may be several weeks or even months before she can accomplish her purpose. More than likely she will be opposed by Jimmy's parents. Active cooperation of the neighbors may be necessary to gain custody through court action. Some social workers might feel that parental consent and neighborhood cooperation should be disregarded. Jimmy needs help in a hurry, so just take him and place him. I doubt whether such a hasty procedure would help Jimmy, the family or the neighbors. How can the case worker be considered a responsible and helpful agency representative if she hastily uses authority without full regard to the individuals affected? A slow process is much more likely to "educate" the neighbors and to help Jimmy. A worker expected to do everything might not be able to wait and work and help in this way. Sam Houston wouldn't know whether to trust or distrust this "welfare lady" who does things in such a hurry. The family would most surely hate her and Jimmy might end up in industrial school after all.

It seems to me that rural social work gives a case worker an unequalled opportunity to serve community and clients in such a way as to develop a growing conviction that her services are indispensable. She never has a chance to escape from her responsibility to the community, because it knows her personally and directly in relation to the job she is doing and the people she is helping. But I think she makes a serious mistake if, in her desire to be helpful, she yields to the pressure to undertake case work service for any agency that asks for it. Humanly speaking we are limited, so are our clients and so is every one else in the community.

RURAL social work, as well as city social work, involves a continuous process of helping. In the country almost as much time has to be spent in helping the community to give help as is spent in actually helping clients. But it is all of a piece and ultimate success or failure depends just as much on the case worker's skill in dealing with the interested neighbors as it does on her skill in helping Jimmy become a social being instead of anti-social. Child welfare services are in a strategic position in the rural areas for demonstrating the value of a professional job. The communities I know seem predisposed to find ways of helping unfortunate children. People cannot bear to see children starved, mistreated or deliberately exposed to immoral and vicious influences. They seem to be reaching out for any sort of constructive help for such cases.

So let's have more training and more experience, a maximum of skill and of functional responsibility and, above all, an awareness of the strength to be derived from an identification with a limited agency function. In this way we can hope to meet some needs fairly adequately and not be overcome by a sense of failure. We simply can't do everything.

# Birth Control and State Fairs

BY VIRGINIA BORG

*Minnesota Birth Control League, Inc.*

REACTION to birth control exhibits at five state fairs in the Middlewest has demonstrated the acceptance by the public of birth control. These exhibits have appeared at state fairs in Illinois, Iowa, Michigan, Minnesota and Nebraska. This year was the first time for Illinois and Michigan; the second for Minnesota and Nebraska. Iowa, the pioneer, has had three.

The state fair, dramatized by Phil Stong in his novel, is a true cross-section of life in the Middlewest. From the tanbark of the midway to Machinery Hall with its million dollars worth of equipment, from the disinfected livestock buildings to the apple-scented horticultural display, from educational exhibits to the auto races, it represents, in the Middlewest, livelihood, entertainment and romance.

The birth control leagues in the five states have been active for years acquainting the public with the legality of birth control and the personal and public benefits to be derived from purposeful, planned parenthood. Credit for the success of the state fair exhibits must go to this long time educational program, plus the fact that a large family is no longer an economic asset.

The first year, because the Minnesota League was not sure that a birth control exhibit would meet with public approval, it presented a display under the name "Planned Parenthood." The only place the words "birth control" appeared was on the cover of the *Birth Control Review,* house organ of the Birth Control Federation of America. That what the public wanted was "birth control" was evidenced by the fact that more copies of the *Review* were taken than of any other pamphlet on the counters.

At its second appearance, the Minnesota display was identified as sponsored by a birth control organization. There was criticism from one woman, who after staring at the attendant aggressively for several minutes, stated

emphatically: "I don't believe in it a bit; I have thirteen." She started to walk away then, hesitating, said, "But there are lots of mothers who shouldn't have any children." More than 12,500 pieces of literature were distributed from this booth. The Michigan exhibit surpassed that record with 17,000 pieces. At the Illinois exhibit, 8000 pamphlets and leaflets were picked up. These figures greatly exceed those for the other two states.

Part of the success of the Michigan, Minnesota and Illinois displays must be credited to location and appearance. They were given space among other health and welfare agencies in buildings open to the general public. The Nebraska exhibit was housed in the women's rest room.

At all these state fair booths, the ideas presented pointed out the positive aspect of birth control, with emphasis on the non-controversial aspects of the subject. The Michigan display was slanted toward a rural audience while the Minnesota one had a general appeal. Attendants in the Minnesota booth found no differentiation between reactions of rural and urban folk. Age made the only difference.

The center of the display was a large poster showing a happy father, mother, and four children in a peaceful living room scene. The message read, "Family Planning means Better Babies, Healthier Mothers, Happier Homes." On the left side, under the label, "Not This," appeared a family with eight stunted, undernourished, quarrelsome children, an exhausted mother, dejected father, and clear evidence of poverty and inadequate care. On the right side, "Not This" pointed to an unhappy boy in a one-child family.

Attracted by the pictures, children leaned on the counters to study the message. If alone they usually went on after a few minutes, paying no attention to the literature. When with their parents they asked, "What does it mean?" Many answered much as did one mother who said, "That you should plan your family so that you can give your children all the best things they should have." A couple of twelve-year old girls looked at the pictures. "I wouldn't mind having that family," said one, pointing to the one-child family. Then, changing her mind: "No, I'd rather have the middle one. They look happier."

Youth was objective in its viewpoint. A boy of sixteen, after carefully studying all the posters, remarked: "If European countries used birth control maybe they wouldn't be in the place where they are now." The threshold age was curious and unabashed, whether the sexes were separate or together. Three girls, eating carameled apples, took copies of every pamphlet. The one with the diamond on her third finger said, "This is the best thing I've seen."

Many parents picked up pamphlets as they hurried by, endeavoring to keep their broods from scattering. The women of child-bearing age, as a whole, were more self-conscious than men of the same age; frequently the husband was the one who took the literature.

Invariably the middle-aged and older men and women who stopped for literature explained, "I don't need this for myself, but I have a daughter"—or a son—or a granddaughter—or a friend in the next house. A woman about forty-five years old studied the too-large family in the picture. "That was me!" she burst out. "Four children in four years." She took literature for a daughter-in-law.

Because the Middlewest is considered inhospitable to new ideas, leaders of the five state birth control organizations were surprised that the displays were accepted as a matter of course. The experiment has convincingly demonstrated that even in this conservative section of the country, the new generation regards birth control as part of its scientific inheritance, along with candid discussion of sex as a biological function and a frank desire to be prepared for marriage and for planned, responsible parenthood.

To the Minnesota League this attitude was more pronounced the second year than the first, because many more people came to the attendant in the booth for help with personal problems. The view that marital problems sometimes can be discussed with an informed third person accompanies the change in public opinion which has been brought about, in part, through the increasing number of marriage counselling courses being conducted by educational and welfare agencies.

In the Middlewest as in other regions, those able to pay a private doctor's fee can secure this information easily. The need is to bring birth control within the reach of the impoverished and the dependent. In the rural states of the Middlewest, where distances are great between large urban centers, this means a contraceptive service for at least every county, and often for even smaller units. Their goal will be reached, birth control leagues believe, only when public welfare and health agencies include contraception as one of the medical services to be paid out of public funds. In Minnesota, contraception at present is part of the medical budget of eight county welfare boards.

Not only have the state fair displays proved an interesting educational medium, far-reaching in their messages, but they have pointed to a change of direction. Leaders of the leagues realize that this acceptance of the theory of birth control completes one phase of the program. But it also indicates that effort now must be concentrated on the more concrete phases of making contraceptive services available to all persons who desire such advice and who are unable to take advantage of existing facilities.

# Geechee Case Record

BY MARY L. ROGERS

*Welfare Director, Liberty County, Georgia*

IN none of the instructions on forms, be they FERA, CWA, ERA, WPA, or DPW, nor in any one of the books on social case work, can one find any light on the art of getting a case record from a Geechee Negro. I doubt if anywhere else on earth there is a person who can make himself more cunningly obtuse than a coastal Georgian of mahogany hue. Peter shuffles into the office, and eases his rheumatic old frame into a chair. He wants a "pension," but he isn't telling too much to the Gov'mint Lady. He does not remember the ages of his children or any part of his work history, and knows absolutely nothing about his property. When it is explained that a home visit is necessary he hesitates, but finally gives hazy instructions for reaching it.

After following the directions past the big water hole, and as far as Sis' Susan Jones' fence, Worker then must

pick up a guide, and go on foot through the swamp. Aunt Martha Holmes, age seventy-one, is recommended. Fleet as a deer she pads through the forest throwing news of the settlement over her shoulder as she goes, but all of it stopping just short of real information. Worker develops a steady dogtrot as she follows over bog holes, across the branch made by the artesian well, past the little white-washed schoolhouse, and on by the dim path under the second-growth pine.

OLD Nancy, the Geechee's wife, is gathering wood, but agrees to go back to the house on beyond the stripped cornfield. To the side are the chicken pen and the crib of logs with hand-hewn shingles. Rose and cape jessamine bushes make a complete Geechee background for a house built of scrap lumber with a stick and dirt chimney, wooden shutters, and newspapered walls. Rotting side timbers cause the sand-scrubbed floor to bow up in the middle. Old Nancy flings wide the shutter to show a room filled with children, dogs, benches, a table and a tiny glowing stove. A chicken takes flight and dodges under the bag curtain at the end of the narrow passageway.

Old Nancy shoos dogs and children to the doorstep, and calls Peter, our friend of the office interview. Nancy claims a daughter and three children as members of her household, and gives their names and ages from the penciled flyleaf of an old encyclopedia. She interrupts here to give the children a scolding definitely more ostentatious than sincere. "Stop that lookin' at white folks whilst they's talkin'." The wind from the open window flutters the papers, the stove glows and a fly persistently returns to the nose of Worker as she takes down this information. Two of the children, Nancy says, are her daughter's. Peter explains that he does not know the name of the father—just a gentleman passing through. As to the parentage of the third child, they have no idea—it's 'dopted. A lady in Savannah just came up to Nancy and said, "Lady, don't you want a little girl?" and that is how they got her. Take it or leave it, that is all they know, and they stick to it.

The application blank fills up rapidly, but two spaces are glaringly vacant—no age records for Peter and Nancy. Age records are a complicated business for Worker for the Geechee knows only three dates: Freedom, the Shake, and When-the-Big-Mill-Went-Broke. American history dates whirl around in Worker's head for a minute, and finally she remembers Freedom. The Shake turns out to be the Charleston earthquake. When-the-Big-Mill-Went-Broke is a little more difficult, but is found by comparing it with the year that Uncle John died. Peter remembers that his mother always told him that he was a "hand baby" when Freedom came. Nancy was told that she and So-and-So were "one year's chillun." She and Peter were married before the Shake. Peter knows that Worker can get affidavit to prove age from his Old Master, who will remember that Peter was making syrup in the backyard when the Young Master was born.

As to work record, no, Peter has not worked any since the Big-Mill-Went-Broke. How did he live? Oh, he just worked on his little "fahm of five tasks," and had pick-up jobs. A good working knowledge of the employers in the neighborhood enables Worker to go on, "Did you work for A. L. Brown or James Carter, or Frank Smith?" Worker must know her trades, and the line-up of bosses in these trades in each community. Behind Peter's last eight months of tie-cutting lie months of woodcutting and of timber work with various employers, all casual jobs of uncertain dates, with perhaps a year or two as an extra hand on the railroad gang. This succession of events takes Peter back to When-the-Big-Mill-Went-Broke. Before that, everybody had a job, so that Worker feels that she safely can credit ten years of continuous employment to that happy period.

A financial form hardly seems necessary in these circumstances. But the rules require it, so Worker starts in. Has Peter any money in the bank? He looks dazed, as if he had never heard of such a thing. Plainly there is no use in looking for money in the bank, or savings in the post office. Has he any insurance? Yes, he belongs to the Good Samaritans, and pays 25 cents a month for dues. He thinks that he will get about $90 for his burial.

Asked to list his property, both personal and real, Peter becomes completely devious. It is fairly safe, the tax collector had told her, to estimate the value of household goods at $15 or $25, according to the number of rooms. So that goes down. Has he any hogs? Well, the cholery killed some, and the highway got 'bout ten. If he counts the ones that he has in the woods, he has 'bout twelve. How many cows? Well, the railroad killed one last year. Maybe 'bout seven, if he can call them all up.

HOW much property does he own? Peter puts on his dumbest face, and says that he does not own any. When he sees that it is Worker's policy just to sit and wait, he says that he lives on "estate property." Whose estate? His wife's grandmother's, who left it to her children without will, and they in turn left it to their children without will. Where did his wife's grandmother get the property? From her Old Master, of course. How much property does he claim in the estate? He doesn't know. One of his wife's grandmother's children is dead, but has heirs; a second child is in Miami, and a third in New York. He doesn't know any addresses of any of them, isn't even sure they're alive. But they may come back some time, he says, build a house and start farming. He expects neither disagreements nor lawsuits and cites five related families in the neighborhood who work in one field without dividing fences, and amicably mix their cows, pigs, corn rows, and children.

Finally, the discussion boils down to this: How much land does he work, and how much do his wife's local relatives admit that he claims? He gives the amount in tasks, or fractions of an acre, and Worker figures the acreage. What taxes does he pay? His wife's brother John handles the taxes, and he pays John a dollar a year for his share. What is the assessed valuation of the property? He does not know. Worker recalls a recent statement of the tax collector that in this community wild land is valued at $2 an acre, cultivated land at $3. Peter wants to know if he must "sign" his property to the Gov'mint. He doesn't want trouble with his wife's kin. The Lien Agreement has been withdrawn in Georgia and Peter is reassured.

With Aunt Martha Holmes padding along in front of her, Worker travels back through the swamp to Sist' Susan Jones' fence. Here she picks up her car and hurries back to her office to reduce tangled facts to the explicit data called for by DPW forms 101, 104, 106, 112, 113 and 119 from which her DPW betters will determine the eligibility of Peter and Nancy, his wife, for old age assistance.

SURVEY MIDMONTHLY *will welcome from workers "at the grass roots" brief accounts, such as this, of the setting in which they function.*

## MISS BAILEY GOES VISITING

# "... There Comes a Time"

By GERTRUDE SPRINGER

BY a stern exercise of will power Miss Bailey controlled her impulse to stop the car and buy an axe handle. The usual roadside shoppe never tempted her, but she always had trouble getting by such signs as "Fiddles Fixt," or "Nise Pupies for Sale." And these were really superior axe handles, a whole row of them, clean and shapely, strung across the battered porch of a little house in the last stages of picturesque decay. Some sturdy old grandpa, she was sure, whittled them out in the long winter evenings. By the time she got to the county welfare office she had built up grandpa until he seemed like an old friend.

Miss Bailey's call at the welfare office was not a date but a drop-in. Always, on such unannounced visits she felt like a burglar. She knew from experience what it meant to have an out-of-town caller sail into the middle of a busy morning. Miss Godfrey, however, cut off her apologies: "It's all right with me, if you don't mind listening in. You'll hear about the two meanest men in the county. It isn't exactly a case conference. These people know something has to be done, and so do I."

In the moment before "these people" arrived Miss Bailey had time to get only the barest facts about the "meanest men." The first, old Jed Rogers, father of fifteen children, refused to live anywhere but in a cabin ten miles back in the deep woods where he had to be "ploughed out" all winter at county expense. "Just lives there to be mean," summed up Miss Godfrey, "and now his wife's gone off leaving six of the children behind, and something's got to be done." The second, Tom Wilson, lived in an abandoned house on the edge of town with an assortment of seven children and grandchildren, all of them menaces to law and order. "But just let anybody say a word and his garden gets wrecked or his haystack burned up. The old man's got the whole town buffaloed."

Miss Bailey never got "these people" quite straight. One, she gathered, was a county official of some sort; another connected with the schools. The third, a woman, seemed to function chiefly as a judge of character. All of them knew about old Jed, and little by little Miss Bailey pieced the story together. Old Jed was just naturally mean. He wanted to live in the deep woods and there he lived—let the chips fall where they may. Unfortunately the chips were children, fifteen of them by the original count, now by infant mortality and the local procedure known as "going off," reduced to six—two of them, twins, under school age.

"We can't leave those children in the woods all winter without their mother," said Miss Godfrey firmly. "It's too much for Edna to take care of them. She's only twelve and looks eight, and besides she has to go to school. I don't care how mean old Jed is, we have to look out for those children."

"I suppose we have to get the four to school," said the school man without much conviction, "but seems to me the others are Jed's business."

"They're all Jed's business," exploded the county man. "If he wants 'em to go to school let him bring 'em. We've spent all we're going to keeping that woods road open for those kids, and what do they amount to? Soon's one of 'em gets big enough to go to work he goes off. And now the mother's gone off. What was the matter with her anyway?"

"Most heartless thing I ever heard of," threw in the character judge. "What reason did she give?"

"What she said was the reason," replied Miss Godfrey, "was that she was tired of using an old door set up on logs for a table. Every time she expected a baby Jed promised he'd build her a regular table, but he never did. And after the fifteenth was born—well, she just gathered up the two youngest and lit out. Don't ask me how she got herself and those babies across two states because I don't know. And don't ask me how she's keeping them alive, because I don't know that either. We only heard of her because a hospital wrote to see if we'd pay the bill for her sick baby. But by the time the letters had back and forthed she and the baby were gone."

"She ought to be brought back and made to do her duty," the character judge was firm.

"Duty or no duty we're not going to plough out that road this winter to haul those no-account kids to school. Jed ought to be arrested," the county man was firm too.

"Let's see, he was arrested last winter wasn't he?" asked Miss Godfrey innocently. "As I remember we were in this same kind of a jam about the children, but he was arrested for shooting a deer. And we still had to get the children to school and we had to put in relief. And wasn't it after that the oldest boy went off? Arresting Jed didn't seem to get us anywhere."

"Well, it's once we got the old devil anyway," the county man chuckled reminiscently.

"Can't we let it ride for awhile?" asked the schoolman.

"But bring that woman back to her children," put in the character judge.

"Notify Jed that he has to send the children to school, but leave it up to him," added the county man.

MISS BAILEY'S eyes were on Miss Godfrey, who, she well knew, took seriously her responsibility, ". . . for the protection and care of homeless, dependent and neglected children and children in danger of becoming delinquent." The moment had come for Miss Godfrey to say something, and she did.

"Doesn't it seem to you that it's time we sugared off this situation? For years we've fiddled around trying to make Jed behave like a responsible human being which he never will be. Let's forget Jed and really go to work for those six children."

Miss Godfrey paused, but no one spoke and she went on:

"We've tried all the little ways; now let's try a way that looks farther than the next few months. Let's go into court and take those six children away from Jed. We mustn't let them go the way the others did. Let's give them a chance. If you four good citizens go before Judge Bilton he'll sign the order. I'm almost sure I know where they could be put to board and . . ."

"Where?" the character judge interrupted.

"At Mrs. Horton's. I know she isn't a very good housekeeper, but she's a lot better than old Jed and to get these children to board would be a godsend. She would

be kind to them and keep them fed and warm and the county wouldn't have to plough a road to get them to school."

"I thought you social workers didn't believe in breaking up families," commented the school man.

"And who's going to pay Mrs. Horton? The county I suppose," put in its spokesman.

"Don't count on me going to court. I think parents should be made to take care of their own children," the character judge joined in.

Little by little as the discussion went on, with Miss Godfrey fighting every inch of the way, it became clear that the point at which the "good citizens" stuck was the court order which would free Jed of legal responsibility for his offspring. The group saw that it wouldn't do to bring the school-age children to town and leave the others to Jed's casual mercies. "Tain't that he abuses them; he just don't give a damn. Excuse me, ladies." It saw that the children could be boarded during the school term about as cheaply as the road could be kept open and transport provided. But it would not let Jed off, or his wife either if she could be caught. No one of them would go to court.

It was then that Miss Bailey realized that Miss Godfrey was doing a little smart trading. Miss Godfrey did not expect anyone to go to court; that proposal, whatever its merits, was a strategy for retreat to her real objective, to get the children out of the woods for the winter. There Miss Godfrey took her stand and there she stuck until the group, not too wholeheartedly, agreed that it "wouldn't do any harm" for her to see what she could do.

"And you call that community backing?" asked Miss Bailey, after the group had left the office.

"WHY of course!" Miss Godfrey's voice had a ring of triumph. "Those people know the children ought to have a break, but they can't stand to have old Jed beat them. This plan will save their faces and make it possible for them to back me up. I can go ahead now and get things lined up."

"Are you going to do anything about the mother?"

Miss Godfrey shook her head ruefully, "Maybe it will be better to let nature take its course. If the poor thing can make the grade with two babies, God bless her. If she can't and applies anywhere for relief, we'll be notified and she'll be sent back. Then we'll cross that bridge."

"And when school is over and the children have to go back to Jed?"

"We'll cross that bridge, too, when we get to it. One Rubicon at a time is my motto."

But another Rubicon was at the door, another group of "good citizens," pretty mad over the depredations of Tom Wilson's children and determined that the unruly gang must be broken up. Miss Godfrey agreed. How to do it was the question.

"Unless you can prove that they raid hen roosts and break into summer cottages there's not much use having them arrested. Tom has visible means of support. He works on the ice every winter and he must get quite a little cash through those axe handles of his."

"Axe handles!" exclaimed Miss Bailey.

"Yes, he has 'em strung along his porch. You must have passed the house as you drove in. Whenever anyone stops the children swarm out and put on their act. They don't sell many axe handles, but they gather in the dimes."

"Oh," said Miss Bailey.

Miss Godfrey made it clear that the townspeople themselves would have to take the responsibility if anything were done about the Wilsons. She had tried about all she knew. She had found jobs at a distance for the two older girls, and they were both home in a week; she had sent two of the boys to camp only to have them bounced back; she had spent hours on end talking things over with Tom and the children and had arrived exactly nowhere; she had been to see Judge Bilton and found him opposed to any action until some one "got the goods" on the children. Reform school, the judge held, was the place for them. He himself had been unable to "get the goods" on anyone when his barn had been mysteriously burned last year.

"THE Wilsons aren't getting better; they're getting worse," Miss Godfrey went on, "and I can't see much point in waiting till we can put them all in jail. I believe that the family should be broken up and the children, except the youngest ones, separated. I know that isn't good social work doctrine but there comes a time. . . . We have institutions in this state, and they aren't reform schools either, where those children can be committed and where they will get the training and discipline they need. But we can't send them there or keep them there without a court order that will remove them all from old Tom's legal guardianship. Once we get that order we can do something; without it we can do nothing that amounts to a row of pins. Judge Bilton won't sign an order on my say-so alone, and maybe he's right. I believe he would on yours. This is the town's business, and if we'll all get together and stick together we can clean it up."

"You certainly gave it to them straight," said Miss Bailey after the townspeople had gone their way.

"Yes, for the 'steenth time," replied Miss Godfrey. "I've been saying it for the last two years and nothing has happened. About every three months I get a delegation like this that seems to expect me to pass a miracle and reform the Wilsons. Not once have I been able to get them to go to Judge Bilton who holds the key to the whole business. I do such small things as I can for those wretched children, but this is a case where responsibility has to be kept right where it belongs—the community itself. But what did you think of an orthodox social worker like me trying to break up two families?"

"We-el," said Miss Bailey, "there comes a time. . . ."

As she drove out of town Miss Bailey went out of her way to pass the axe handle house. Two young boys were shying pebbles at a dog tied in the yard; a little girl was jiggling a battered baby carriage on the porch behind the row of clean shapely axe handles.

Miss Bailey was pretty low in her mind. The law promised protection and care for children like these and had sent out social workers like Miss Godfrey to implement that promise. "But that isn't enough," she told herself. "The law will work only as we the people make it work; the Miss Godfreys can function only as we the people back them up. The job needs all of us, but we neither get together nor stick together. We have the law, we have the know-how, but we lack the—well, there's a good old fashioned word for it and it begins with g.

*This is the third in the new series of articles in which* SURVEY MIDMONTHLY *readers renew their acquaintance with Miss Bailey and share her seasoned observations of social work at the grass roots.*

# The Common Welfare

## At Long Last

A LONG desired and acutely needed over-all study of national relief policies is announced by the National Resources Planning Board. As outlined by the board's division of research, the study promises to go wide and deep into the causes that give rise to the need for relief and the problems involved in the development of long range programs and national—but not exclusively federal—policies. Based on an analysis of existing relief information and experience, the study will explore particularly the organization, administration and financing of relief as these factors concern federal, state and local governments and are related to available private services and resources.

Heading the technical committee that will organize and direct the study is William Haber, professor of economics at the University of Michigan, now on leave to the National Refugee Service. Among those associated with him are Will W. Alexander, Department of Agriculture; Corrington Gill, Federal Works Agency; Mary Switzer, Federal Security Agency; Katharine F. Lenroot, Children's Bureau; C. M. Bookman, Cincinnati Community Chest; Rt. Rev. Msgr. Francis J. Haas, Catholic University of America; Fred K. Hoehler, American Public Welfare Association.

## A Million Votes Talk

HAM 'N' EGGS for the old folks took a beating in the November election, both in California and Ohio. But, as one of the California promoters of the scheme cogently remarked, "We may have taken a shellacking but we polled a million votes." A million votes are not political small change.

Political repercussions began in California the day after the election with an announcement by the ham 'n' egg leaders that they would circulate petitions for the recall of Governor Olson who, they claimed, had knifed the movement that last year helped elect him. The possibility of a recall proposal in the same election in which he hoped to run for a second term seems to have given the governor the sensation of a man caught in a forked stick. At any rate he promptly went on the radio with a "flank attack" proposing that the state lower the age limit for old age assistance from sixty-five to sixty years and pay a "cash pension, based on need, of at least $50 to $60 per month." California, with a possible maximum allowance of $35 a month—which goes up to $40 on January 1—is paying to some 133,600 recipients an average of $32.44 a month, highest of any state.

Whether or not Governor Olson's "flank attack" succeeds in saving his political skin, it is apparent that schemes such as ham 'n' eggs and the Townsend plan will not be downed merely by calling them "crackpot." In some instances the "oldsters" may be motivated by greed, rather than need. Some of their leaders may be busily making capital of simple people who are economically, though not politically, helpless. But fundamental to the strength and vitality of these organizations and their campaigns are the fear and the insecurity of millions of industrial, domestic, and farm workers who, after a lifetime of wage earning, see ahead of them only the employment scrap heap and the grudging charity of relatives, public relief, or stark want. The magnitude of that problem of the "machine age" overshadows every sober promise of the social security system.

Observers of the political scene do not anticipate any strong drive in the next session of Congress for further liberalization of the old age provisions of the Social Security Act. They see clearly, however, that those million California votes, plus the slow steady rolling up of the pension movement throughout the country, almost certainly will make liberalization, if not complete revision of old age assistance a significant issue in the 1940 national campaign.

## Labor and the Anti-Trust Law

SOME of the practices of labor unions are punishable under the Anti-Trust laws in the opinion of the Department of Justice set forth in a letter addressed by Thurman Arnold, assistant attorney general, to the Central Labor Union of Indianapolis. Mr. Arnold made clear that "it is only such boycotts, strikes or coercion by labor unions as have no reasonable connection with wages, hours, health, safety, speed-up system, or the establishment and maintenance of the right of collective bargaining which will be prosecuted."

He enumerates five types of "unreasonable restraint" of trade by organized labor "against which we have recently proceeded or are now proceeding": Those designed to prevent the use of less costly materials or of improved methods; "to compel the hiring of useless and unnecessary labor"; to "enforce systems of graft and extortion"; to maintain "illegally fixed prices"; "to destroy an established and legitimate system of collective bargaining," as in jurisdictional conflicts between unions.

The principle guiding the department in the application of the anti-trust laws to labor unions was defined by Mr. Arnold in his letter: "The principle applicable to unions is the same as that applicable to other groups specially protected by law. Investors may combine into a corporation, farmers into a cooperative, and labor into a union. The Anti-Trust division has the duty to prevent the use of such legal rights of association in an illegal way for purposes far different from those contemplated in the statutes."

## Livingston Farrand, M.D.

IN the life of Dr. Livingston Farrand, president *emeritus* of Cornell University, who died in November after a brief illness, were achievements enough for two or three careers. As a scientist, as an educator, and as an organizer he made significant and lasting contributions to his times.

The outstanding interest of Dr. Farrand's active life probably was the promotion of public health. As the first executive of the National Association for the Study and Prevention of Tuberculosis, now the National Tuberculosis Association, he gave that movement vigor, unity and scientific direction. He was active in the councils of the American Public Health Association, the American Red Cross, the Milbank Memorial Fund and various other organizations concerned with the health of the people.

Of all Dr. Farrand's personal qualities those most cherished by his friends and associates were his gifts of ready

understanding, and fair-mindedness. In all his activities, whether in war service in France, in posts of high administrative responsibility, or in the give and take of everyday life, these qualities distinguished his every relationship.

## "Little Steel" in Court

THE "Little Steel" strike of 1937 was headline news again last month, when the U. S. Circuit Court of Appeals upheld the National Labor Relations Board on every major point of its ruling, and ordered the reinstatement of some 5000 former Republic Steel Corporation employes, with "lost" wages estimated at $7,500,000. The opinion, written by Judge Albert B. Maris of the Third Circuit (Philadelphia) was concurred in by both the judges sitting with him in the case.

The court sustained the finding of the NLRB that Republic had engaged in "unfair labor practices" within the meaning of the act, and further, that the strike was not caused by the CIO, as Republic contended, but by the company's "campaign to crush the union." While the strike was precipitated by Republic's refusal to sign the union contract, it held that it is equally clear "that the signing of the contract was sought by the union not to raise wages or improve working conditions, for it purported to do neither, but solely to put an end to the warfare between the union and Republic which had resulted from the latter's unfair labor practices."

In the opinion of the court the company, and not the union, was responsible for the Massilon "battle" in which three strikers were killed and many injured: "Violence and hysteria were incited deliberately by Republic in order to terrorize union members. Tear gas and firearms were donated to the police department of Massilon." [See "Essence of the Steel Strike," by Pierce Williams, *Survey Graphic,* October 1937.]

A spokesman for Tom Girdler, president of Republic Steel, has announced that the case will be carried to the U. S. Supreme Court.

## Public Work for Youth

POINTING out that even a large scale war boom would not enable private industry to absorb the unused man power of the nation's jobless youth, the American Youth Commission urges a federal program of special work projects for young people. Such action is essential to the nation's welfare, the commission feels, because of the dangerous effect on youth of prolonged unemployment, in addition to the strain of the present international crisis. The report is based on a four-year study, which indicates that at least a third of this country's ten million unemployed are between the ages of fifteen and twenty-four. Quoting "the most optimistic estimates" which show between two and three million jobs resulting from a war boom in business and industry, the report states: "We now have a generation of youth containing an unusually high proportion without work experience or training. The major up-swing in business may create an acute shortage of skilled and semi-skilled labor without making it possible to use several million young people who have never learned either the habits or the skills required in modern industry."

The commission recommends public employment for jobless youth on self-help projects, on all types of conservation activities, and on "the construction of useful public buildings." Such employment for jobless youth, the report submits, would not have to be full time, nor highly paid, and the expenditure for each young worker "need not exceed $400 a year." Even this would be partly offset by lessened need for public assistance in the families of young workers.

The commission believes that such public work should emphasize educational values, affording training for youth "in good work habits as well as in specific skills," and opportunity to try various kinds of work as "guidance in preparing for private employment."

## The AMA Platform

FORMULATED as "a guide to indicate the trend which the American Medical Association believes should be followed in the development of health activities and medical care for the people of the United States," the trustees of the AMA have announced an eight-point platform:

1. The establishment of an agency of federal government under which shall be coordinated and administered all health functions of the federal government exclusive of those of the army and navy.
2. The allotment of such funds as the Congress may make available to any state in actual need for the prevention of disease, promotion of health and the care of the sick on proof of such need.
3. The principle that the care of the public health and the provision of medical service to the sick is primarily a local responsibility.
4. The development of a mechanism for meeting the needs of expansion of preventive medical services with local determination of needs and local control of administration.
5. The extension of medical care for the indigent and the medically indigent with local determination of needs and local control of administration.
6. In the extension of medical services to all the people, the utmost utilization of qualified medical and hospital facilities already established.
7. The continued development of the private practice of medicine, subject to such changes as may be necessary to maintain the quality of medical services and to increase their availability.
8. Expansion of public health and medical services consistent with the American system of democracy.

Commenting editorially on Point 8 the *Journal* of the AMA quotes George Washington and Benjamin Franklin on "the fact that liberty is too great a price to pay for security," and remarks that:

> The history of the development of medical care . . . leads to the inevitable conclusion that the introduction of methods such as compulsory sickness insurance, state medicine and similar techniques results in a trend toward communism or totalitarianism and away from democracy as the established form of government.

There is no indication that the AMA proposes to translate its platform into a legislative program, but its pronouncement has been interpreted as its answer to the National Health Program as embodied in the Wagner bill, though that bill makes no specific provision for compulsory health insurance and leaves medical care planning up to the states. That the AMA has shaken off much of its professional complacency in the last few years and has seen more than a little of the clear light of reality, even its critics admit. Yet even its friends may find it hard to follow its official journal when it challenges the democracy of those who disagree with its concept of "medical services consistent with the American system. . . ."

# The Social Front

## The Insurances

THE vastness of the bookkeeping operations required by the old age insurance titles of the Social Security Act is again underscored by the recent report of nine million "John Does" for whom search is being made. These accounts in the old age insurance files represent workers for whose accounts employers have paid social security taxes, but who are unidentified to the board and therefore not eligible for benefits which might be due them when payments begin on January 1. "John Doe" accounts are due to incorrectly filed reports from employers, or to the permanent or temporary disappearance of an employe. Continuous efforts are made to correct the "John Doe" accounts, and officials of the old age insurance division state that they are abreast of those caused by normal bookkeeping errors. The recently completed tabulation of employer reports and payments for the second quarter of 1939 showed that 1,872,000 employers reported on more than 29 million workers. In these reports, about one percent (some 300,000) were thrown into the "John Doe" category because the employer failed to report the social security number of employes. Another 3½ percent contained some errors which made the reports "abnormal." These erroneous reports have been referred to the 375 field offices for verification or correction. In an effort to cut down the percentage of errors, the board is making a nation-wide drive to encourage workers to write for a statement of their accounts for individual verification.

**Bank Plans**—Banks, which now come under the provisions of the Social Security Act, are studying the effect of the federal program on their own pension systems, according to the *Wall Street Journal*. Some adjustment is expected to be made to lessen the burden of the additional expense to the banks and their employes. The plan most likely to be adopted is a cut in contributions to the bank schemes to a point which assures benefits from both sources at least equal in amount to those contemplated by the private plan. Such an adjustment already has been made by the Chase National Bank of New York City.

Acting on advice of counsel to the Idaho Bankers Association, banks in that state will pay, under protest, the state unemployment compensation tax for the period between April 1, 1939, and January 1, 1940, while conceding the validity of applying to banks all provisions of the Social Security Act after the beginning of the year. Two banks, one national and one state, small enough so that penalties would not be substantial in amount, are withholding payments and bringing suit to test the validity of the tax for the disputed period.

**Chrysler Case**—The Michigan Unemployment Compensation Commission last month refused to pay unemployment benefits to any of the 55,000 workers made idle because of the strike in the Chrysler plants in Detroit. The commission stated that the question as to whether the labor dispute was due to a slow-down as claimed by the employer, or by a lock-out, as claimed by the workers, had no bearing on the case. The United Automobile Workers, affiliated with the CIO have appealed from the ruling. At this writing, the appeals board of the commission has decided only that each worker affected must file a separate appeal. According to the latest available figures (September 19) Michigan had more than $44 million in "total funds available for [unemployment] benefits."

**Suggested Change**—As part of a relief program for American seamen thrown out of work by war conditions abroad, President Roosevelt has announced that consideration is being given to the possibility of including seamen in the provisions of the Social Security Act, and entitling them to all its benefits.

The American Hospital Association and the joint advisory committee of the three hospital associations have asked that the employes of hospitals, now excluded, be brought within the social security program. There have been scattered efforts to provide old age insurance for these groups, but no general and uniform program has been developed.

Senator Wagner will probably sponsor in the next session of Congress a plan for low cost annuities to be sold to the public, probably through the post offices, under a scheme paralleling postal savings. The plan is put forward as meeting the needs of the self-employed and others now excluded from the provisions of the Social Security Act.

**Record and Report**—"A Brief Reading List on the Social Security Act," includes material on the 1939 amendments. Price 5 cents from the superintendent of documents, Washington, D. C. . . . The latest report of the Advisory Committee on Personnel of the Unemployment Compensation Commission of Missouri covers the six months of work ending June 30, 1939. From W. W. Burke, supervisor of examinations, 6555 University Drive, University City, Mo. . . . Prepared in catechism form, the New York City Chapter of the National Lawyers Guild publishes a pamphlet on the state unemployment insurance law, "in an effort to explain the law as amended in many important respects during the last session of the state legislature." From the chapter, 16 East 41 Street, New York.

## Relief and WPA

BANKERS in Rochester, N. Y., last month threatened to drop the first bomb on the hitherto serenely operating surplus food stamp plan. [See "The Food Stamp Way," by Joanna C. Colcord, *Survey Midmonthly*, October 1939.] But a counter threat by the Federal Surplus Commodity Corporation to evacuate, leaving the town with a deflated grocery business, soon brought a truce. When, in the middle of the month, the Rochester Clearing House Association announced its intention of assessing a one percent collection charge for handling food stamps the FSCC announced that the service charge would result in the plan being withdrawn from the city because it would take half the net profits from the small grocer. The prospect of losing their new-found business activity aroused the local grocers to form a committee to negotiate with the bankers in an effort to save the plan. Five days of "arbitration" produced the compromise in which the bankers agreed to defer the service charges to "enable the grocers' committee to perfect its plan" to ease the bank's "unexpected financial burdens" of redeeming food stamps.

**In Pennsylvania**—Last month Pennsylvania carried its lowest aggregate unemployment relief load in two years. Along with the significant reductions in WPA rolls which began in August had come seven weeks of steady decrease in the general assistance load, which by the middle of November had reached its lowest point in nearly a year. At the same time new applications for general assistance were less than they had been in more than two years. Gains in private employment were named by the State Department of Public Assistance as the principal factor behind the dwindling of the rolls.

Such encouraging "natural" reductions

did not decrease the department's activity toward keeping the rolls at a minimum. A step in this direction was notification to its claim settlement agents that applicants attempting to secure relief through fraud are just as punishable as those who succeeded in their attempts. Both successful and unsuccessful "chiselers" are liable to prosecution, the only difference being that the former have the responsibility for restitution added to the burden of punishment.

Perhaps a more drastic step taken last month by the Department of Public Assistance to tighten its purse-strings was its ruling to deny the granting of direct relief to persons awaiting their unemployment benefits. Such social work *fol de rol* as provisions for exemptions according to the "merits of the case" were omitted from the ruling. But another ruling permits unemployment benefits, when received, to be supplemented by general relief if they are less than the assistance budget standard and if "there are other unemployed normal wage earners in the family who are not receiving unemployment compensation."

**Economy** — In San Antonio, Texas, where the local government refuses to pay storage for surplus foods, the average value of commodities distributed—the only form of "general" relief—is $9.79 per family per month, nearly 50 percent under the average for the state. Carloads of butter worth $6000 each have been forfeited to other communities because of the city's refusal to produce $200 to store their contents. Cars of eggs worth $2500 each have been moved on because of the lack of $40 for storage.

**Crisis**—Once more a relief crisis has come to Cleveland which by the middle of November had only $55,000 left in its general assistance coffers. Panicky at the prospect of its immediate future the city has asked the state to come to its rescue, but so far to no avail. To the mayor's appeal for a special session of the legislature the governor has replied that the best way of solving relief problems is to increase employment through improving business conditions. Meantime relief allowances have been cut off or drastically curtailed with resultant demonstrations at the City Hall. Mayor Burton promises "immediate steps."

**End of the Chapter** —After a year of tension over "Who's going to pay for New Jersey's relief?" the problem was solved last month—for a while at least—by a referendum approving the legislature's suggestion for a $21 million bond issue. [See *Survey Midmonthly,* September 1939, page 283.] The referendum passed by a scant majority of 50,000 votes. Proceeds from the sale of the first series of bonds amounting to $10,500,000 will be used for reimbursement to municipalities for relief funds expended in 1939. The balance is to be held for 1940.

**Overestimated**— Though applications to the New York City Department of Welfare increased 50 percent in the four-month period ending November 1, the number of families under care dropped more than 10 percent. The decline is attributable to the prompt referrals to the WPA to fill vacancies left by the "eighteen months rule" layoffs. The department's expenditures were $1,200,000, less than the estimated budget.

**Pressure Methods** — The *Chicago Daily News* has taken active leadership in a citywide revolt against inadequate relief. So much pressure has been brought to bear on those in authority that the City Council has loaned more than one million dollars from general funds to raise public relief for November from 65 percent to 80 percent of the skeleton budget which has long been the Chicago Relief Administration's standard of "minimum adequacy." Moreover, it is now rumored that Governor Horner is weakening on his decision not to include relief in his call for a special session to deal with old age assistance and aid to dependent children.

**"It's an Ill Wind . . ."** —Some consolation to soothe those souls embittered by the closing of the WPA Federal Theater Project might be found in the news that fabrics bought for actors' costumes are now being made into dolls and Christmas toys for underprivileged children. In the WPA's New York toy factory all kinds of surplus materials have been transformed into dolls, animals, boats, blocks and games. Over 200,000 playthings are awaiting Christmas distribution through hospitals, nurseries, social agencies and boys' clubs.

## The Aged

FIVE hundred old folks in Vermont received letters from the governor last month. The letters explained to the oldsters, all of whom had had their applications approved for old age assistance, that their failure to receive any money was the fault of the state's legislators who had neglected to appropriate sufficient funds. . . . In Wisconsin, recently, the parts of a law appropriating funds for an increase in old age assistance were vetoed by the governor because the legislature failed to provide new taxes. . . . In Florida, the governor has refused a request to call a special session to consider old age assistance financing. The governor said that he would not call the session even though the legislators should agree to serve at their own expense. . . . In Oregon, the old age assistance case load is being "stabilized" because the old folks are absorbing a disproportionate share of the public welfare funds. Until the budget permits resumption of enrollment all new emergency cases will receive general relief.

**Together**—Virtually all married persons on old age assistance rolls in New Jersey are living with husband or wife either in their own homes or at the homes of near relatives, according to a recent report of the State Department of Institutions and Agencies. The department points to this record with pride, because "one of the inevitable effects of inadequate relief among aged (couples) . . . has been the breakup of normal family life caused by one or the other of a couple being sent to a public institution or their separation to go to the homes of their several children." Of all aged persons receiving assistance in New Jersey, 49 percent live with relatives; 21 percent with a spouse; 21.5 percent alone; 8 percent in boarding homes; 0.5 percent in nursing homes.

**Teamwork**—Cooperative living for old persons receiving public assistance or with a limited private income is proving successful in the state of Washington, according to a monograph, "Two Years Experience in Cooperative Housing for the Aged," by Nelson B. Neff, published by the State Department of Social Security, Olympia. In the past two years, seven cooperative homes for aged men and one for women have sprung up throughout the state. Though stimulated by the state department or by local sponsors whom the department has interested in the project, the homes or "clubs" as they are called are entirely self-supporting. Membership is voluntary and is obtained through application or the result of invitation by another member. Each group manages itself and appeals to its sponsors only for advice. Rent, grocery bills and incidental expenses are paid from pooled funds amounting to from $16 to $20 per member. This leaves an average of $6 to $8 in personal funds for clothing, dental needs or whatever. The maximum OAA payment in Washington is $30.

**Educating Old Folks** —A psychologist's experiment in holding weekly group discussions in an institution for the "culturally superior" aged is described in "A Discussion Group—Average Age 75," by George Lawton, reprinted from the *Journal of Adult Education.* Prompting the experiment was first the desire to "learn something of the inner lives of older persons," and second to acquaint the members of the home with modern psychological approaches to emotional difficulties. Topics discussed covered such

subjects as "Mental Healing Today," "When Does a Person Grow Old?" "What are the Chief Causes of Unhappiness in Old Age?" From the point of view of the psychologist's primary purpose, the results were somewhat disappointing because of the "passivity" of the group. On the other hand, the members of the group expressed definite enjoyment of the meetings. Says the author: "Men and women past sixty still want to be part of the main current of life and . . . still need education and reeducation."

**Opposed**—Federal Security Administrator Paul McNutt recently announced his opposition to the Jenkins bill which would repay Ohio the $1,388,160 withheld last year from the state's old age assistance fund by the Social Security Board for non-compliance with the board's regulations. Mr. McNutt expressed the opinion that such a bill would make Congress "a court of appeal" from action taken by the board and would introduce partisan politics into the administration. The bill passed the house last summer, but was pushed aside by the Senate in the rush for adjournment.

**Here's How!**—Unexpected increases in liquor revenues in Texas enabled the State Liquor Control Board to allocate $427,890 to the old age assistance fund last month. Since 1935, liquor taxes have provided $17,044,882 for the aged of Texas.

## Concerning Children

"ALL kinds of people in all walks of life" adopt children, says a report published by the New York State Charities Aid Association. The statement was based on information furnished by 200 families that have adopted children through the association. The families represented a variety of trades and professions, but the largest number, eighty-eight, had incomes between $2000 and $4000 a year. Forty-five families were in a $1000 to $2000 income group. All of those with incomes as low as $1000 lived in rural communities. Only twenty had incomes over $10,000.

**Juvenile Courts**—The eighteen-year age limit for juvenile court jurisdiction has been adopted by twenty-six states, though in five of them it applies only to girls, according to the second edition of the National Probation Association's "Juvenile Court Laws of the United States." Necessitated by reason of the "copious legislation enacted during the past quinquennium" this edition, prepared by Gilbert Cosulich, brings up-to-date a work originally compiled in 1933 by Francis H. Hiller. The revised edition is divided into two parts, a topical summary of juvenile court laws and a state by state summary. Only Maine and Wyoming are without juvenile courts. Price $1.25 from the National Probation Association, 50 West 50 Street, New York.

**Federal-State Plans**—When a full time child welfare supervisor took office this month in Wyoming, the last of the state programs cooperating with the U. S. Children's Bureau began. The system gradually will be enlarged to include offices in all the state's twenty-three counties. . . . In Michigan all counties but one are shifting their mothers' pension cases to the aid to dependent children program in order to benefit by state-federal funds. [See *Survey Midmonthly*, November 1939, page 345.]

**Carolina Orphans**—Fifty-one children's institutions in North and South Carolina have been benefiting financially from the Duke Endowment since its establishment in 1925, though eight formerly included in the benefits are now closed. The recently published 1938 annual report of the foundation's Orphan Section shows that altogether over $1,500,000 has been spent in helping religious, community, fraternity, municipal, state and county children's homes to carry on their work; more than $95,000 was spent in 1938. Nearly 7000 children were cared for in the institutions aided that year. Of these, 20 percent were full orphans; 62 percent, half orphans. The average per capita cost was slightly over $309 a year; 67 percent went for food, salaries and education. The four Negro homes included had an average per capita cost of a little over $182 a year.

**Institutional Care**—Those who have been clamoring for literature in the institutional field should be gladdened by the appearance of "Child Care in Institutions" prepared by the Ohio Committee on Children's Institutions in cooperation with the division of public assistance of the State Department of Public Welfare. The booklet, which is written in outline form, has been planned to meet a variety of purposes: as material for staff meetings, as a text for cottage parents in an in-service training program, as a practical reference book for suggestions in dealing with problems which commonly arise in such institutions. Written in simple, non-technical language by authorities in the field, it discusses the fundamentals of institutional child care in relation to the cottage parent, the child's mental and moral guidance, the preparation of a child for return to his family or the community, the place of a social worker in the institution. Much of the value of the manual lies in the questions thrown out in each chapter for further thought and study. Throughout the text there is evidence of acute awareness on the part of the committee of the important role played by the cottage parent in determining the ultimate direction of the child's adjustment in the institution. Price $1.25 (in Ohio, $1.10 including sales tax) from the Ohio Committee on Children's Institutions, 1208 State Office Building, Columbus.

**New Home**—Forty children convalescing from orthopedic operations can be cared for simultaneously at the new Asheville Orthopedic Home sponsored by the Asheville (N. C.) Junior League and the local Rotary Club. The home, financed by a fund raising campaign last winter, is an outgrowth of the twelve-year-old Asheville Crippled Children's Clinic. In addition to privately supported cases, it will receive children whose care is financed by state and federal funds through the state division for crippled children.

**For "Incorrigibles"**—What to do about the St. Charles School for Boys, Illinois home for delinquents, long has been a burning question in the state. Clouds of smoke emitted by the *Chicago Tribune* in a continued campaign against "boy bandits" who are "coddled" in state institutions have only partially concealed smoldering fires of discontent

Keller Photo

ARTHUR G. ROTCH

**Appointed by Governor Saltonstall of Massachusetts to head the reorganized State Department of Public Welfare, Mr. Rotch comes to his new position with a thorough understanding of its problems. He headed the State Emergency Relief Administration during its most strenuous period and after that the WPA. His long active interest in social work has been expressed through the Red Cross, the Community Fund, the Council of Social Agencies, of which he is vice-president, and a variety of other agencies.**

among better-informed people. Chief among the more valid criticisms were overcrowding and lack of segregation for younger boys and first offenders. The Illinois legislature recently took steps to improve these conditions by appropriating $250,000 for a new unit for incorrigible boys. The new institution, to be built on a separate site, and the present St. Charles School will both be known as the Illinois State Training School for Boys. By an interchange between the two branches a boy, if too hard to handle at St. Charles, can be shifted to the new unit.

Youngsters who run afoul of the law will be classified and segregated by the State Department of Public Welfare. Courts committing boys to the state's care will transmit their case histories to the department with their commitment papers. New legislation provides that boys between the ages of ten and nineteen years, adjudged guilty of any offense other than a capital crime, may be committed to the institution. The age period was formerly ten to sixteen years.

**Chicago Plan**—The Social Welfare Committee of the City Club of Chicago, after careful and comprehensive study of public child welfare services in Cook County, has drawn up a plan for a complete reorganization of these services which would, if followed, put the city in the vanguard of progress in child care. Part of the City Club's plan is to transform the juvenile court of Cook County to a "guardianship court," removing from its jurisdiction such administrative functions as mother's pensions and the temporary placement of children; and to improve its judicial functions by substituting qualified personnel under the merit system for temporary appointees and "juvenile police officers" now assigned to the court by the commissioner of police. Another proposal is to set up a guardianship division under the Cook County Bureau of Public Welfare to handle all social services to children which are not judicial in character. Some of these services are now carried on by the juvenile court, some by the Chicago Relief Administration and one—administration of the Juvenile Detention Home—by the Cook County commissioners *en masse*.

Chicago's services to children, which the City Club condemns as "fragmentary, scattered and weak," have developed in haphazard manner over half a century. Any such housecleaning as this plan requires would mean radical action by the city council, Cook County board of commissioners and general assembly of the state, and would call for increased appropriations all along the line. In recognition of these difficulties the proposals are divided into "short term" and "long term" plans, with improved professional and clerical personnel for the juvenile court as the "keystone of the new arch."

The entire reorganization plan, which fills fourteen mimeographed pages, is a chart for future progress rather than a hope of immediate action. But the handful of social workers who serve on the City Club's social welfare committee agree that it is sound, while denying that they "guide the thinking of the group." The committee is largely composed of active and intelligent laymen—doctors, lawyers and business men—who need no guidance from anyone.

## The Public's Health

MEDICAL scientists, clinicians and social workers from all parts of the country gathered together last month in New York under the joint auspices of the New York Academy of Medicine and the Josiah Macy, Jr., Foundation for the first large conference on convalescent care in the annals of medicine. The two-day discussion was comprehensive in scope, involving not only the medical aspects of convalescent care in relation to special diseases but also consideration of the problems of nutrition and psychotherapy; social and economic factors and their effects on the patient's progress; financial and administrative problems of the home for convalescents; the relative inexpensiveness of convalescent care in comparison to hospitalization. Among the proposals made were: reorganization of convalescent homes to make available expert supervision in medicine, nutrition, physiotherapy, psychotherapy and medical social service; coordination of hospital and convalescent care facilities to provide continuous individual care for the patient; advancement of the visiting housekeeper to the status of professional social worker with special intensive training; extension of the coverage of the workmen's compensation acts and revision of voluntary hospital insurance contracts to include provision for convalescent care. Startling were figures cited which showed that the metropolitan district of New York City possesses nearly half the homes for convalescent care in all the United States; that these homes represent about a third as much capital investment per bed as do hospitals.

**How It Was Done**—Doctors who tend to shrug at the mention of the National Health Survey may have their complacency shaken by an article by George St. J. Perrott, Clark Tibbitts, and Rollo H. Britten in a recent issue of *Public Health Reports,* weekly bulletin of the U. S. Public Health Service. The authors give a detailed account of the procedures followed in gathering the survey material and of the careful study which preceded the selection of survey areas. The reports were in general based on data gathered in eighty-three cities from 703,092 households, comprising 2,502,391 individuals. In addition, data were gathered in twenty-three rural counties from 36,801 households, comprising 140,418 persons. The cities represented all regions in the country. Thirty-two large cities, with one exception over 100,000 in population, were sampled, while fifty-one smaller cities were completely canvassed. Census enumeration districts made it possible to canvass representative units of population in those cities too large for a complete survey. Over 98 percent of all the families approached complied with the request for information.

The same care which marked the preparation for the survey evidently was carried through to the checking of returns for accuracy. Though medical information was available on only 26 percent of all diagnoses and 35 percent of illnesses disabling for a week or more, 90 percent accuracy was found where families' and physicians' statements could be compared. Family reports were used in computing rates and as the bases for reports, while medical information and death certificates were used for checking purposes and are available for intensive studies.

Though preliminary reports have already appeared on the National Health Survey findings, the plan now is to publish the results in considerable detail in *Public Health Reports* or in special monographs.

**Unequal Distribution**—"Medical school graduates now have only a small conception of medical economics," states the committee on medical economics of the Kentucky State Medical Association in a report recently published as a bulletin of the State Department of Health. Following the statement is the recommendation that medical economics be taught in the third and fourth years at the University of Louisville's School of Medicine "by an instructor sponsored by the State Medical Association." This and specific suggestions for the care of the state's "medically indigent" introduce a detailed account of the facilities for medical care in the state's 121 counties.

Most outstanding fact revealed by the study is the unequal distribution of physicians and health services throughout the state. Says the report: "The oft repeated statement that there are enough physicians in the state to supply the needs of the population is true only as to gross number; the trouble is that they are not uniformly distributed." The state's three largest cities, which comprise only 16 percent of the total population, have 34 percent of the physicians. Two counties have only one physician each to serve 10,000 population or approximately 2000 families. A similar disparity in available

services holds in respect to hospitals, clinics and public health nurses. As usual where other facilities are lacking, the midwife—registered but not licensed—plays an important role. Midwives deliver 20 percent of all Kentucky's babies and in twenty-five counties, 40 percent. In one county, where the Frontier Nursing Service is operating, 94 percent of the babies born in 1938 were brought into the world by midwives or nurse-midwives. Since only three localities in the state have any programs for the medical care of the indigent, "the burden of caring for the indigent is on the shoulders of the private physician." The report estimates that 17 percent of the private patients throughout the state are "medically indigent." Most flagrant inadequacy revealed is the general lack of facilities for the care of the tuberculous. Though two counties have local tuberculosis hospitals to care for their own residents, the other 119 counties must depend on one state hospital with 130 beds.

To cope with Kentucky's medical care problem, the study committee recommends the cooperation of the State Medical Association and the State Health Department in the establishment of a Bureau of Medical Service to be charged with the operation of a plan—involving free choice of physicians—for the medical care of the indigent throughout the state. Other recommendations include the setting up of a public health and clinical laboratory in each county and the placing of a social worker in each county to work under the board of health.

**Medicine and the Law**—The Group Health Association of New York, which has been waiting for over a year for legal clouds to clear before setting forth on a cooperative venture for group medical practice, is about to ask for its clearance papers in preparation for sailing. The papers in this case are application for a license to the New York State Insurance Board which, under recent revision of the state insurance code [see *Survey Midmonthly*, August 1939, page 254], is the port authority for all medical insurance groups. Whether or not the license will be granted depends on the interpretation of "medical insurance" in the code. Though the new legislation clears the way for medical "indemnity" insurance it specifically forbids benefits to combine service and cash. Whether benefits can take the form of service exclusively is not explicit in the law. If the license is refused, the Group Health Association of New York plans to operate without it on the grounds that the association is not engaged in the insurance business. This reasoning has a precedent in a recent decision of the U. S. court of appeals upholding the right of the Washington Group Health Association to operate. [See *Survey Midmonthly*, October 1939, page 321.] The decision held that the activities of the Washington group constituted "the quantity purchase of well-rounded continuous medical service" rather than providing solely for "security against loss." . . . Hearings before the U. S. court of appeals of the government's case against the American Medical Association and its twenty-one co-defendants [see *Survey Midmonthly*, August 1939, page 247] are expected to begin this month. Attempts of the attorney general's office to expedite the case by skipping this rung of the jurisdictional ladder failed when the U. S. Supreme Court refused to review the case out of turn.

**Not in Vain**—Illinois is to have a new public health official with the title of "state sanitarian." He will be a sanitary engineer, and his duties will be to guard the health of residents in twenty-seven institutions under the Department of Public Welfare by assuming responsibility for water supplies and sewage disposal. Fifty-two persons died of typhoid at the Manteno State Hospital shortly before this announcement was made. A grand jury investigation brought forth evidence that in 1929 a report of the State Water Survey Division had declared that the well water at Manteno was unsafe for drinking purposes.

**In Print**—"A Survey of Hospital Services and Finances in the Philadelphia Area," by C. Rufus Rorem contains the results of a study conducted by the Community Fund of Philadelphia. Among the findings was the discovery that although five out of six patients are cared for in voluntary hospitals, government hospitals render more than half the patient-days of care. Specific suggestions are offered for coordinating and financing Philadelphia's hospital service. Price $1 from the Hospital Council of Philadelphia, Fidelity-Philadelphia Trust Building, Philadelphia.

## Youth and Education

PENNSYLVANIA officials responsible for filling the state's CCC quota, found unusual difficulty in some sections of the state in finding eligible applicants actually ready to start for camp. While the replacement quota of 4751 youths between the ages of seventeen and twenty-three brought Pennsylvania's allotment (one of the largest in the country) up to its full strength of approximately 17,000, Howard Russell, secretary of the State Department of Public Assistance reports: "Despite assurances of Federal CCC Director Robert Fechner as to the civilian, non-military nature of the corps, some of our local agents found parents reluctant to let their sons go for fear that voluntary enrollment in the CCC might lead to some form of compulsory army service."

**Approved**—Prominent civic leaders in New York City met recently to discuss the possibilities for the expansion of Vocational Adoption, an organization which encourages business men and industrialists to foster the careers of orphan boys and girls between the ages of eighteen and twenty-one. [See *Survey Midmonthly*, July 1938, page 242.] Although his organization is only three years old, Isador Warsaw, its executive secretary and motivating spirit, reported that he has succeeded in placing 550 boys and girls in careers—"not jobs." No definite plans for the future evolved from the meeting, but the business and professional people present expressed their wholehearted approval of the organization's activities.

**Religious Education**—A gift of one million dollars from the Friedsam Foundation to the newly formed Jewish Education Committee of New York will make possible "the improvement and extension" of religious education among the Jewish youth of the city. The committee, of which Justice Samuel I. Rosenman is the head, is a merger of several existing religious educational agencies, its membership made up of representatives of the several religious groups within the Jewish faith. It will seek to work with and to assist all types of religious schools, laying out its program in consultation with leading rabbis, teachers and laymen.

**Community College**—To help meet the needs of young people who have graduated from highschool but do not have any marketable skills, the Los Angeles Board of Education is experimenting with "Community College," an "appendage" to five city highschools, with advanced commercial, industrial and agricultural courses. The five highschools have enrollments of from twenty-four to ninety of these postgraduate students. With these small, experimental groups, highly differentiated offerings are impractical. The "appendage" having ninety students is organized as an intensive afternoon program with shop and laboratory classes meeting after the close of the regular highschool day. If the plan seems useful, it will probably be expanded both in numbers of participating highschools and in numbers of students.

**In Time of Crisis**—The American Youth Commission, 744 Jackson Place, Washington, D. C., has published a statement underscoring the need in a period of world crisis for "the government, the schools, and all organizations concerned with the welfare of youth" to "expand

their programs and redouble their efforts." The statement continues: "The immediate objectives should be improvement of the health, education, and employment opportunities of young people, to the end that they may have a sense of quickening life and power in this nation."

**Work Camps**—Work Camps for America, a recently formed organization, seeks to adapt to the American scene the work camp idea as it was developed in pre-Hitler Germany. Its first publication, an illustrated pamphlet entitled "Work Camps for America," describes the successful camps operated by the American Friends Service Committee in several states during the past few years, the resident centers of the NYA, and the first camp of the new group, held at West Park, near Poughkeepsie, N. Y., the past summer. All those interested in the work camp idea are requested to get in touch with Work Camps for America, 726 Jackson Place, Washington, D. C.

**NYA Opinion**—An interesting sampling of student and faculty opinion on the value of the NYA student aid program on one college campus is offered in a recent publication of the Ohio National Youth Administration (Evaluation Studies Report No. 8). The report is based on replies to a questionnaire by 274 Ohio State University students who are working on NYA projects. The returns indicated a very favorable opinion about NYA on the part of a great majority of the students. The consensus of opinion on the part of the supervisors was that the chief values of project experience to the students are: learning to assume responsibilities; developing initiative; learning to work cooperatively; developing confidence in ability through doing worthwhile work; developing worthwhile skills. Values to the university or to the community were not explored. W. W. Charters, director of the university's Bureau of Educational Research, is chairman of the Committee on Evaluation of the Ohio NYA.

**Flag Salute**—The issue raised by the religious group known as Jehovah's Witnesses over the flag salute in the public schools is inching along toward the Supreme Court of the United States. On November 10, the circuit court of appeals in Philadelphia handed down a unanimous opinion holding that children need not take part in the flag salute ceremony if to do so violates their religious beliefs. This opinion upheld the decision of a federal district court which had ruled illegal the action of a school board in Minersville, Pa., in excluding two children from school on the flag salute issue. The opinion of the appellate court quotes George Washington on the need for treating "with great delicacy and tenderness" the conscientious convictions of all men, and adds: "Departure from a recently evolved ritualistic norm of patriotism is not clear and present assurance of future cowardice or treachery. And that is especially so where compulsory adherence to that norm is neither logically consistent with nor pedagogically indispensable to the dissemination of loyalty."

**Record and Report**—"Highschools and Sex Education," by Benjamin C. Gruenberg is a teacher's manual "based on a nationwide study of highschool needs in this field." Bulletin No. 75 of the U. S. Public Health Service. Price 20 cents from the superintendent of documents, Washington, D. C. . . . In celebration of a half-century anniversary, the Newark Public Library System (5 Washington Street, Newark, N. J.) publishes "Fifty Years," an illustrated year-by-year record of the city's history and the library's service, since the early beginnings of both in 1666. . . . As a supplement to its regular *Bulletin,* the New York Public Library publishes "Interpreting America," a list of recent books compiled to meet the need of recent European emigrés for books which will help them build an American vocabulary and acquire accurate information about American government, customs and traditions.

## Jobs and Workers

UNDER the somewhat forbidding title, "The Significance of Married Women in the Economic World," the National Federation of Business and Professional Women's Clubs (1819 Broadway, New York) is making a study of gainfully employed married women, focused particularly on current discrimination against married women in business, industry, and the professions, and on the economic, sociological, psychological, and cultural effects of gainful employment of married women outside the home. The study is being directed by Ruth Shallcross, with an advisory committee of which Mary R. Beard is chairman. The project was voted at the annual convention of the federation in July, and its findings will probably be available early in the year.

**Scientific Placement**—An experiment in cooperation between a large employer and the public employment service is going forward in White Plains, N. Y., where the office of the New York State service is handling all the clerical workers who apply to the *Reader's Digest* for jobs. All applicants are referred to the office, where their qualifications for work in various business departments are "screened" by the interviewers. The office also tests and refers inexperienced applicants for various training courses conducted by the *Digest.* The psychologist of the Westchester County Children's Association assists the office in its testing program. During the annual "peak period" of the magazine's subscription department about 400 skilled clerical workers must be taken on and trained in operations essential to a large publishing industry. Those who prove themselves superior workers may be retained as permanent members of the force. About half of those interviewed and tested by the office are referred to *Reader's Digest* for training classes or jobs.

**Reemployment in California**—The report of the California State Commission on Reemployment, which will be the basis for discussion and possible action in the coming legislative session, offers a many-sided plan of attack on the unemployment problem. It proposes a new state planning board to integrate all efforts in the field; coordination of federal, state and local agencies; study of all phases of the present program, including government costs and natural and human resources. The detailed works program offered includes producers and consumers' cooperatives, direct production projects, and a centralizing management unit known as "wholesale control." Present self-help cooperatives operating under the State Relief Administration as well as all SRA works projects would be brought into the centralized program. [See *Survey Midmonthly,* October 1939, page 319.] Other recommendations include a plan for using farm surpluses to help meet relief needs; a broad rural housing program; a scheme for assimilating the migratory labor population of the state; special services for unemployed youth. The report is being widely used as a basis for discussion in forums, adult study groups, and civic organizations. From the commission, 180 New Montgomery Street, San Francisco, Calif.

**Profit Sharing**—The report of the Senate subcommittee on industrial profit sharing concludes that this device is no cure-all for the problem of "a fair and equitable distribution of the fruits of industry," and that employers studying the subject should take into account the dangers as well as the advantages of profit sharing. ("Survey of Experiences in Profit Sharing and Possibilities of Incentive Taxation." Report of subcommittee pursuant to S. Res. 215, 75th Congress.) The committee's mandate included consideration of "incentive taxation" as an inducement to voluntary profit sharing. The committee reports that it considers this scheme impracticable, at least at present, and adds: "It is interesting to note from the transcriptions of the hearings . . . that without exception those

witnesses now operating under profit sharing systems are opposed to 'incentive taxation' or 'compensatory tax benefits' either as an effort to expand the use of profit sharing systems or regarding those now sharing profits with employes." The report includes a staff analysis of 948 profit sharing plans, and staff analysis and discussion of incentive taxation.

The details of a famous profit sharing plan, including its history of twenty years' successful operation, are given in "Profit Sharing Under the Joslyn Plan," by Marcellus L. Joslyn (Joslyn Manufacturing and Supply Co., Chicago, Ill.). . . . Time, Inc., magazine publishers, announce two voluntary savings and profit sharing plans for employes, and for editors, executives and key writers. Participants may pay 5 percent of their salaries into a trust, restricted to investments legal for trust funds, and Time, Inc. will match the savings at progressive rates of from 50 cents to $2 per dollar saved.

**Older Workers**—A hiring policy designed to eliminate discrimination against the middle-aged labor group is being tried in Rochester, N. Y. by thirty-six industries employing over 35,000 workers. The goal of the plan is to keep a proper balance in age between workers in local industry and employable persons in the community. If it is found that 40 percent of those "able and willing to work" are more than forty years of age, and 60 percent are less than forty, the thirty-six industries pledge themselves to keep the same proportions in the number of "over 40" and "under 40" workers on their payrolls. . . . The Russell Sage Foundation Library offers an annotated list of recent publications—books, magazine articles, public documents, etc.—on the subject of the older worker. Price 10 cents from the library, 130 East 22 Street, New York.

## Migrants

RULES for the great state game of "passing the buck"—where the pawns are people without legal settlement—have been gathered together by the American Public Welfare Association in its new pamphlet, "Compilation of Settlement Laws of All States in the United States," by Harry M. Hirsch. The results at least provide a yardstick for the measurement of the existing confusion over the "forgotten man" of public welfare, the man without a settlement. While twenty-six states and the District of Columbia require one year's residence to establish legal settlement, two states require two years, three states three years, one state four years, six states five years. Two states require no specified length of residence for settlement and two require only six months. Two of the states which demand five years of residence, and four which demand three years, have ruled that settlement is lost with one year's absence from the state. One state which asks for a year's residence as a prerequisite for settlement status withdraws the status after an absence of thirty days. Price 50 cents from the APWA, 1313 East 60 Street, Chicago.

**For Migrant Aid**—Federal grants-in-aid to the states for the stabilization of potential migrants and for the temporary assistance to migrants from other states were recommended by the Western Conference on Governmental Problems which recently met in California. The conference also, by resolution, urged President Roosevelt to set up a committee to deal with migratory labor problems.

**New Authority**—Interstate agreements in regard to assistance for non-residents now can be sought by Michigan public welfare officials under a new state law, effective last month. No authority for such negotiations previously had existed.

**Figures**—Hopes of arriving at a means for measuring the extent of internal migration within the United States have prompted the inclusion of the question, "In what place did this person live on April 1, 1935?" in the new census schedule to be used in 1940. The schedule provides space for information according to town, city, county, state, farm and so on.

**Farm to City**—The mobility histories of 22,000 rural families obtained in 1934 and 1935 in Iowa, Kentucky, Maryland, North Carolina, North Dakota, Ohio and South Dakota, along with data from other surveys, form the basis of the analysis, "Rural Migration in the United States," by C. E. Lively and Conrad Taeuber, published as monograph XIX of the WPA division of research. The study shows that though a "back to the farm" movement began in the early depression years, the rural areas had a net migration loss to the cities of 120,000 in the period, 1930-1934. Natural increase, however, more than compensated for this loss so that in reality there was a substantial population increase in the regions. Young adults made up a vast majority of those who trekked from farm to city. The survey showed that these young persons who were reversing the pioneer tradition, came from families of stable residence, many of whom had never moved, few of whom had moved more than once.

Unskilled persons were highly mobile in both farm and non-farm groups, but their migrations described a comparatively small circle. Professional groups migrated the greatest distances. The study concludes that large, unplanned migrations are economically wasteful causing "maladjustments in rural organizations and institutions." Though they have contributed to urban growth they have not been related to the productivity or non-productivity of rural lands and consequently have not aided in raising the economic level of rural areas. The authors recommend "a combination of directed migration, reduced birthrates and improvement of social and economic conditions in general within overpopulated (rural) areas." From the WPA division of research, Washington.

## Self Help and Co-ops

SOME 243 Negro families dwelling in Liberty Square, a public housing development in Miami, Fla., have organized and are operating successfully their own consumers' cooperative store and credit union. Much of the original impetus for the plan came from Captain James E. Scott, management aide of the housing project, who was well versed in the cooperative movement. Actual organization was preceded by seven months of weekly "study hours." Community interest was stimulated by a buying club which purchased kerosene at wholesale and sold it at back doors from a tank on wheels. "We haven't any big money; let's work our little money together," was a popular slogan for meetings which preceded formal organization. The Liberty Square Consumers Cooperative Association operates on the Rochdale plan. Its store, centrally located in the community, with a full line of food and household supplies under cooperative labels, does an average monthly business of about $2000. Its large truck makes regular monthly trips around the countryside, going even as far as Georgia, to bring produce directly from the farms.

**Self-Help**—The second annual report of the Washington, D. C., Self-Help Exchange indicates a flourishing condition. The exchange undertakes to furnish work and to pay for it in scrip honored in any one of its departments. These include the sewing room, where most of the work is repairing secondhand clothing; the furniture repair and paint shops, to which exchange participants are encouraged to bring their own furniture for repairs; the cafeteria, where workers can obtain two meals a day. One of the first projects undertaken, the bakery, starting with an unemployed baker and a secondhand oven, has increased its daily output from 250 loaves to 1200. Hairdressing, a barber shop, valet and laundry services are open to the members. The laundry also "treats" donated clothing and the linen used in the various departments. Fuel wood brought in from

parks, cemeteries and new real estate developments provides work for unskilled men. In its twenty-four going projects the exchange in the past two years has provided half a million work hours and has helped 2650 individuals. One hour's work may be traded for three loaves of bread; two for a secondhand pair of pants or a dress, a haircut and shave or a finger wave, or a shoe repair job; eight or more hours for an overcoat or a gas stove; fifteen to thirty for a brand new rug. A self-help farm project now raises enough vegetables for the cafeteria with a surplus which the workers may purchase with their scrip for home consumption.

The exchange does not provide and does not want to provide full time work for everyone. The workers average about fifty hours a month, or approximately one third of full time. Some work only two or three days a month. Hugh H. Cobb, production manager, reports that in the first eight months of 1939 the exchange had already more than equaled its record for the entire year of 1938 in every phase of the self-help program, and that the farm had harvested twice as much produce as in the same time the year before.

**Farmers' Co-ops**—At their first annual Farm Bureau field day, Ohio farmers rejoiced in their own auto, fire and life insurance cooperatives with assets of more than $6 million; a commodity co-op which handled $6,856,000 worth of business last year; an eight-story cooperative skyscraper in downtown Columbus, state headquarters for the country co-ops. Governor John W. Bricker, speaking to one of the largest crowds in the history of the Ohio State Fair grounds, praised the work of the Farm Bureau cooperatives and the aggressiveness, fortitude and pioneering spirit of their members.

The cooperative spirit is also evidenced, says Murray D. Lincoln, secretary to the bureau, by the way the farmers are taking hold of the bureau's adult education program and organizing advisory councils, of which there are now nearly 500. The first one was started about two years ago. Each council consists of twelve farm families who meet once a month, in one home after another. The *Advisory Council News,* with the slogan "In the front room of our neighbor's home—we build," published monthly, gives topics for discussion, news and information, with definite ideas for vitalizing meetings. Such questions as "Should We Discuss Controversial Issues?" "Should Farmers and Industrial Workers Confer?" "Should Farm and Urban Co-ops Unite?" are suggested, with arguments for and against. A cooperative mail order service recently organized at the suggestion of these councils, now handling women's hosiery and men's work clothes, will add to its items as demand arises.

**Merger**—Encouraged by their increase in membership and volume of business, the consumer cooperatives of California formed district organizations which, established as clearing houses for information, soon developed into councils to coordinate the activities of the member co-ops, and to arrange for joint buying. Continued growth encouraged further unification and now the education and business interests of California co-ops are handled by Associated Cooperatives of Northern and Southern California, with headquarters at 1715 University Avenue, Berkeley, and 4043 West 60 Street, Los Angeles, respectively.

**Co-ops in War Time**—One of the complications caused by the British evacuation plan was that city stores had large inventories and few customers while small town and village stores were deluged with customers but soon had empty shelves. It was the manager of a North Wales co-op who sent out an SOS to the general manager of the gigantic Liverpool Cooperative Society, "We have most of your members but you have forgotten to send the food." In large cities, where child life practically disappeared, the sale of milk and of many other staple foods became badly disorganized. The co-ops rapidly adjusted themselves, however, re-routing grocery orders from the co-op wholesale societies, and arranging for the honoring of "divis," patronage dividends, thus facilitating purchases in the "reception areas" by members evacuated from the cities. The problem of rising prices and profiteering was met as in the last war. [See *Survey Midmonthly,* October 1939, page 319]

In the U.S.A. many consumers apparently turned to co-ops for protection against the threat of war profiteering. L. E. Woodcock, manager of Eastern Co-op Wholesale, reports that while the sales from January to October, 1939, were 46 percent over those for the same nine months last year, September 1939 showed a gain of 98 percent over September 1938.

## Professional

THE board of directors of the Joint Vocational Service has announced that the vocational and placement services of this organization will be discontinued and its office closed on December 31, 1939. Until further notice the board will remain in existence to settle pending matters and collect fees due but unpaid. Any correspondence relating to financial matters should be addressed to the treasurer, Joint Vocational Service, 122 East 22 Street, New York, N. Y.

In answer to many inquiries regarding the disposition of reference material collected by the JVS, the board states that it has decided to store that material and to retain custody of it until such time as a suitable succeeding service develops. It states further that references collected by the JVS on a confidential basis cannot be given to those who have registered, nor, since financial provision for the purpose is lacking, can professional records now be circulated. However, anyone registered may have his professional dossier destroyed by making a written request to the JVS prior to December 15, 1939.

Meantime a project for a new social work vocational bureau to succeed the JVS is developing under the aegis of a committee made up of the following representatives of national organizations: Linton B. Swift, Family Welfare Association of America, chairman; Marion Hathway, American Association of Schools of Social Work; Glee Hastings Dervent, American Association of Psychiatric Social Workers; Bertha McCall, National Travelers Aid Association; Dr. George S. Stevenson, National Committee for Mental Hygiene; Christine Robb Thompson, American Association of Social Workers; Virginia Howlett, Association of Junior Leagues of America; Edith G. Seltzer, American Association of Medical Social Workers; J. Blaine Gwin, American Red Cross; Ernest Cole, Child Welfare League of America; Ella Weinfurther Reid, American Public Welfare Association.

The new bureau will be organized as a non-profit membership corporation composed of individuals and social agencies concerned with its three general purposes:

1. The joint development of standards in vocational and employment services in the social work field.

2. Direct assistance in the development and operation of personnel service divisions within the bureau's structure for those fields of social work which present satisfactory plans and evidences of participation and support.

3. The collection, analysis and interpretation to members of general vocational information derived from the records of the division and from other material already existing.

Membership in the new bureau will be of two types: 1. In the bureau itself with a nominal membership fee for the support of the general program but without specific services. 2. In service divisions, when established. These divisions will cover the whole range of individualized personnel services for a flat division membership fee instead of the placement and registration fee system of the JVS.

The first of these service divisions will be in the social case work field. After it is functioning, committees will work out similar programs for other fields as and if support and participation are forth-

coming. A complete report covering these plans is in preparation for distribution to agencies and individuals in the social case work field.

**Going Ahead**—Indiana social workers used the opportunity afforded by the recent meeting of the State Conference on Social Work to set going a plan for a new statewide organization of "workers on the job." Arthur W. Potts, supervisor of the field staff of the State Welfare Department, heads a steering committee which, with the aid of subcommittees in fifteen districts, will develop membership requirements and program and extension plans.

The state conference, which reorganized itself a year or so ago for greater activity in state affairs, chose Thomas L. Metsker of Indianapolis as its first full-time executive secretary. Murray A. Auerbach, secretary of the Indiana Tuberculosis Association, was elected president.

**Meetings**—February 1-3 are the dates and Chicago will be the setting for the second convention of the organization of group health agencies formed in New York last summer. [See *Survey Midmonthly,* August 1939, page 246.] The organization, tentatively called the Group Health Federation of America, will give itself a permanent name at that time. . . . The American Library Association announces that its sixty-second annual conference will be held in Cincinnati, Ohio, May 26-June 1.

**Cooperation**—This year's "educational exchange" between Chicago clergymen and social workers is taking the form of four panel discussions among members of both groups. Discussions will center around actual cases in which ministers and social workers have worked together. The programs have been arranged by the Chicago Council of Social Work and the department of social service of the Chicago Church Federation, organizations which for five years have been jointly sponsoring programs to promote mutual understanding between professional social workers and clergymen. [See *Survey Midmonthly,* September 1939, page 290.]

**A Competition**—The case work section of the National Conference of Social Work announces a competition in the written presentation of material demonstrating case work practice in an active case. The competition is open only to case work practitioners of from two to five years' experience in a public or private agency. Manuscripts submitted must be typed and must be limited to 2500 words of which not more than 1000 shall be case material, the remainder discussion. All case and place names must be disguised and case material must be set off in a distinguishable way. Every manuscript must have attached to it a sealed envelope containing the name, agency, address and years of practice of the worker submitting it.

Authors of the three papers adjudged best will be invited to present them before the case work section at the Grand Rapids meeting of the National Conference. The judges, who undertake no responsibility to return material submitted, are the members of the program committee of the section. All papers must be received before March 1 by the chairman, Elizabeth Dexter, P. O. Box 183, Madison Square Station, New York.

**In Print**—"The 1939 Directory of Jewish Federations of Welfare Funds, Community Councils and Local Affiliated Agencies," the latest in a series compiled annually by the Council of Jewish Federations and Welfare Funds, lists the local central Jewish organizations in 247 communities, along with the Jewish welfare organizations they support. Price 50 cents—one copy free to each council member—from the council, 165 West 46 Street, New York. . . . "Facts About Nursing," a handbook prepared by the Nursing Information Bureau of the American Nurses' Association in cooperation with the National League of Nursing Education and the National Organization for Public Health Nursing, contains a compilation of the latest available statistics about nurses and nursing. Among them are data on the number and distribution of nurses in the United States, the number of public health nursing agencies, salaries and working conditions of nurses. Price 25 cents from the Nursing Information Bureau, 50 West 50 Street, New York.

## Who Reads What?

EVEN a quick and not very deep dip into the reading habits of social workers has left David C. Adie, commissioner of the New York State Department of Social Welfare, frankly "aghast." "What's wrong with us?" he asks. "Do we need to start a movement to combat professional illiteracy?" Mr. Adie started out to gather material for an institute at the State Conference on Social Work on the influence of books on social work. With that in mind he broadcast, "somewhat indiscriminately," he admits, a questionnaire to discover the reading habits of workers of differing occupational status and experience. He asked how much time they spent on reading, what they read, and what they read for—that is, for professional purposes, general knowledge, recreation, hobby, "to keep abreast of contemporary thought."

For various reasons the institute at the state conference was given up, but the 907 questionnaires returned by the workers, all but 45 in public agencies, yielded material for some interesting tabulations and, to Mr. Adie at least, some disturbing inferences: He found that administrators, supervisors and practicing case workers, whatever their experience, put in about the same amount of time at reading, with books having a little edge over newspapers and newspapers over magazines. Administrators and supervisors did more reading for professional purposes than practicing case workers; the case workers more for recreation.

With his questionnaire Mr. Adie sent out a list of eighty-one well known, more or less standard books covering a wide range of subject matter in social organization, social work and related fields. About 20 percent of the workers reported that they had read fewer than five of the books mentioned; 45 percent fewer than ten; 75 percent fewer than twenty. Administrators on the average had read eighteen; supervisors, sixteen; case workers, nine. Most of the case workers indicated that they read at least some books on case work and case recording. The more popular titles in this group were "What is Social Case Work?" by Mary E. Richmond, with 598 readers; "The Art of Helping People Out of Trouble," by Karl de Schweinitz, with 563; "Interviews, Interviewers and Interviewing," compiled by the Family Welfare Association of America, with 495.

Of the general books listed, Charles A. Beard's "History of American Civilization" had the most readers, 312. Other books in various categories that had had more than 250 readers were: "Social Case Recording," by Gordon Hamilton, 452; "Some Aspects of Relief in Family Casework," by Grace Marcus, 367; "Handbook on Social Case Recording," by Margaret Bristol, 289; "A Preface to Morals," by Walter Lippmann, 284; "Middletown," by Robert S. and Helen Lynd, 280; "The Individual Delinquent," by William Healy, 271; "The Gang," by Frederic M. Thrasher, 252.

In addition to checking the specified titles the questionnaire asked each person to list not more than ten other books that had been significant to him as a social worker. Here "Changing Psychology in Social Case Work," by Virginia Robinson had 135 mentions; "Social Diagnosis" by Mary E. Richmond, 124; "The Public Assistance Worker," edited by Russell H. Kurtz, 110; "The Psychoanalytic Study of the Family," by John Carl Flügel, 69; "Mental Hygiene and Social Work," by Porter R. Lee and Marion Kenworthy, 66.

Included also with the questionnaire was a check list of sixteen professional magazines. Of these *The Family* and

*Survey Graphic* and *Survey Midmonthly* were the most popular, 72 percent of all those questioned reading *The Family*, 67 percent one or both of the *Surveys*. *Mental Hygiene* with 303 regular readers was third on the list.

On the whole, Mr. Adie concludes, the returns from the questionnaire indicated a good deal of smattering in the professional reading of social workers. Much of it, he strongly suspects, had been done as required reading in connection with past—perhaps long past—study or training courses. He feels that the spread of reading on strictly social work subjects was too narrow, on general social organization, too wide to afford the solid intellectual background that the social worker should possess. Remember, he says, that a fifth of the persons replying had read fewer than five of the eighty-one books listed, although practically the entire list might well be counted as "musts" for the well read, well rounded, well educated person aspiring to professional status in the practice of social work.

## People and Things

ATLANTA University's School of Social Work is the lucky recipient of the social work library of the late C. C. Carstens. The books, bequeathed to the school by Dr. Carstens in his will, will be placed in the university's library and will be available to all students in the university system. The Russell Sage Foundation has accepted the responsibility for packing the books for shipment.

**Elected**—Esther Dimchevsky, 1939 co-chairman of the program committee of the Colorado Conference of Social Work, has been elected to the 1940 presidency of the conference. . . . Next year's president of the Wyoming Conference of Social Work is Virgil Payne, director of the WPA professional and women's projects in the state.

**Congratulations**—The Little Sisters of the Poor last month celebrated the centenary of their founding in France in 1839. The "Little Sisters" came to America in 1868 beginning in Brooklyn their labors in behalf of the aged. . . . Another society to pass a milestone last month was the Family Society of Philadelphia which celebrated its sixtieth anniversary with a luncheon in the Bellevue-Stratford Hotel.

Among twelve Chicago women named by the Alliance of Business and Professional Women as "outstanding in civic, business and professional achievement" in the community, are five who are well known to *Survey* readers. They are: Mrs. Joseph T. Bowen, president of the board of trustees of Hull-House; Sophonisba P. Breckinridge of the School of Social Service Administration, University of Chicago; Harriet E. Vittum, head resident of Northwestern University Settlement; Dr. Bertha Van Hoosen, former head of the department of obstetrics at Loyola University; Dr. Maude Slye, director of the cancer research laboratory at the University of Chicago.

**On School Board**—Dr. Midian O. Bousfield, director of Negro health for the Rosenwald Fund and long associated with the National Urban League has been appointed to the Chicago Board of Education. Says the *Chicago Daily News:* "Dr. Bousfield's long record of civic and professional activities indicate a lively interest in community affairs and a capacity for public service. The school board post offers a unique testing ground for such qualities."

**New Jobs**—The Rev. Albert J. Murphy, for the past two years on the staff of the National Conference of Catholic Charities, has been appointed director of Catholic Charities of the Diocese of Cleveland. . . . New assistant professor of social work at the University of Southern California's School of Social Work is Ruby S. Inlow, formerly on the faculty of Indiana University. . . . The Jewish Social Service of Newark, N. J. has added to its staff, Sarah Danzig, graduate of the New York School of Social Work. . . . Additions to the staff of the Jewish Welfare Board in New York City are Mayer E. Fichman, former executive director of the Jewish Community Center and United Jewish Community of Harrisburg, Pa., and Nathan E. Cohen, until recently director of the YM and YWHA of Springfield, Mass. . . . Anne Kaufmann, former child welfare consultant in the Indiana State Department of Public Welfare is now case work supervisor in the Jewish Family Welfare Association of Minneapolis. . . . The National Refugee Service, New York City, has as its director of personnel, Arthur Greenleigh, erstwhile director of the Los Angeles Bureau of Indigent Relief.

East End Neighborhood House, Cleveland, has chosen Geneva Mathiasen as head worker to succeed the late Lilian Amiraux. Mrs. Mathiasen, co-founder of the American People's School in New York and until recently its director, was at one time connected with Southwark Neighborhood House, Philadelphia.

**We Blush**—Apologies are offered to Mary C. Raymond, new executive secretary of the New Orleans Council of Social Agencies, for *Survey Midmonthly's* statement that she travelled from Miami to New Orleans to take up her new position. Though Miss Raymond was once with the Community Chest in Miami, for the past several years she has been supervisor of the New Orleans Department of Welfare, and rumor of her excellent work with that department has not been confined to local circles.

Moffett Studio

RUTH AUSTIN

**When, twenty-five years ago, Miss Austin applied for the job of head resident at Gads Hill Center, Chicago, the trustees were doubtful. "It's a rough neighborhood," they said, "and you're pretty small and frail looking. Maybe you can't do it." But she has done it, and recently the settlement and its neighbors celebrated her silver anniversary as leader and friend. Said the *Chicago Daily News* on that occasion "They don't call her a fighter in the congested district around Gads Hill. Rather they call her 'the little helper of everybody.'"**

**Educator**—Francis Hutchins, for a number of years American director of Yale in China, has been inaugurated as president of Berea College, Kentucky, succeeding his father, William J. Hutchins, who retired earlier this year.

**Mourned**—Social workers everywhere, especially in the South, were shocked last month by the sudden death of Fred F. Athearn, president of the Georgia State Conference of Social Work. Mr. Athearn was head of one of the divisions of the federal transient service under the FERA, since 1936 executive secretary of the Atlanta Travelers Aid Society and recently a member of the executive council of the National Travelers Aid Association.

The sudden death, in late November, of the Rev. L. Ernest Sunderland brought sorrow to a wide circle of friends and co-workers in the New York Protestant Episcopal City Mission Society of which he had been superintendent for twenty busy, fruitful years.

# Book Reviews

## A Record of Action

WASTED MANPOWER: The Challenge of Unemployment, by Corrington Gill. Norton. 312 pp. Price $2.75 postpaid by Survey Associates, Inc.

WRITTEN for the man on the street, and meriting his careful attention, "Wasted Manpower" is a lively and readable discussion of the problem of unemployment in the United States. The author, who has been identified with the federal program of unemployment relief since the beginning of the FERA in 1933, is now assistant commissioner of the Work Projects Administration in charge of research, statistics, finance and economic analysis.

Mr. Gill devotes his first chapters to a description of the seriousness of the problem of unemployment and an analysis of the complexity of its causes. He follows this with an account of the development of unemployment relief during the decade just ending, emphasizing and endorsing the preference shown by the federal government for the work principle embodied in the FERA, CWA, and WPA programs. After a chapter reviewing the experience of other countries, he goes on to recommendations for a future attack on unemployment here at home. Finally, in a brief appendix, he supplies pertinent statistical material and a list of selected references to other publications on the subject.

Mr. Gill is a vigorous advocate of "public investment" as a corrective to that "economic stagnation" which has gripped our economy since 1929. He is convinced that such "investment" does not compete with private investment but rather encourages it: "Building highways implemented automobile production; public investment in airports made possible the phenomenal growth of the aviation industry." Furthermore: "We need this employment; we need the schools, hospitals, libraries, highways, airports, parks, playgrounds, reforestation, and numerous other essential projects, to make this country a better place in which to live. We need the higher levels of income that are possible only when investment is maintaining employment at the highest possible levels. We need the assurance of stability and security which can come from such a program. It is only in this way that we can assure continued opportunity for private enterprise and the continuation of our ideals of democracy."

The argument is well developed and supported. It expresses, of course, the orthodox New Deal philosophy that spending is "investment" when a public good results, and that no one need fear the "deficit" resulting from the expenditure so long as the outlay purchases something of value to society. At this point the man on the street may want to ask some questions about his tax rate, but if he has read the full text thoughtfully and with an open mind he probably will express himself more temperately than he otherwise might have done. After all, you can't laugh off ten (or even five) million unemployed in a time of world crisis such as this.

Since Mr. Gill completed his book, in July 1939, the federal government seems to have shifted its attack on unemployment and depression by launching a spending-for-armaments program which is being financed somewhat at the expense of spending-for-internal-improvements. One wonders whether this represents an abandonment of the principle expounded by Mr. Gill or if it is justified by the administration as being merely a modification of that principle.

In addition to its timely qualities, "Wasted Manpower" has considerable value as a work of reference because of its synthesis into one succinct and informative document of the record of New Deal action and thinking with respect to unemployment and relief.

Russell H. Kurtz
*Editor, Social Work Year Book*
*Russell Sage Foundation*

## Doctors Are People

WHAT IT MEANS TO BE A DOCTOR, by Dwight Anderson. Public Relations Bureau of the Medical Society of the State of New York. 87 pp. Price $1 postpaid by Survey Associates, Inc.

ONE basic craving of the human being is to be understood, both as an individual and as a part of the professional or social group to which he belongs.

Social workers, groping to find a method of interpretation to the public of themselves and of their profession, are not alone in their quest for understanding. The medical profession, criticized sharply in many quarters for its attitude toward "state medicine," also wants to interpret itself to its public so that its opinions, not by any means entirely negative, may be more reasonably evaluated in the light of a better understanding of what it takes to make a good physician.

Dwight Anderson, author of "What It Means to Be a Doctor," is the director of the bureau which publishes it. He has been publicity consultant to the National Tuberculosis Association and the Maternity Center Association and has acted in a consultant or executive capacity for the American College of Surgeons, American College of Physicians and the American Public Health Association. In consequence he brings to this interpretative task an unusual degree of understanding.

By means of a questionnaire addressed to 500 physicians including various specialists, Mr. Anderson sought to secure basic information as to qualities of mind and character most important for the practice of medicine as a profession; the age at which the decision to enter the profession was made and the influences which determined it; and finally whether the practitioner would wish his son to select medicine as a career.

After reviewing the result of this questionnaire Mr. Anderson cites case stories typical of the development of the medical student, interne, practitioner, specialist and of "organized medicine."

It can fairly be said that the case stories deal with better than average candidates for the medical profession. One could wish that all doctors were like those in the book. However, it can be said with real conviction that the little book does not exaggerate the idealistic aims and performance of the leaders in the profession. The final chapter, "The Doctor of Tomorrow," gives a plain and reasonable statement as to why the organized profession does not see its path clear to go all the way with those who would at once adopt "state medicine" or "socialized medicine." Perhaps there is need for some clear definition covering "socialized" or "state" medicine, mutually agreed upon by the medical profession and by those seeking to assure good medical practice within reach of everyone.

When financial hurdles are behind us, it should be possible to set up working relationships which would assure organized medicine that professional standards, development and performance will not be subjected to bureaucratic control. In addition, the profession has need to recognize that team play with multiple social forces in this field is essential if its own goals are to be reached.

Ellen C. Potter, M.D., F.A.C.P.
*Director of Medicine, Department of Institutions and Agencies, New Jersey*

## Truth With a Smile

AMERICAN LIBRARIANSHIP FROM A EUROPEAN ANGLE, by Wilhelm Munthe. American Library Association. 191 pp. Price $2 postpaid by Survey Associates, Inc.

NO book on American librarianship will be read with more pleasure and profit than this one which resulted from the invitation of Frederick P. Keppel, president of the Carnegie Corporation, to Wilhelm Munthe, director of the University Library, Oslo, Norway, to study American libraries. Dr. Munthe sees American librarianship as many librarians see it, and fortunately is in a position to express his views freely. His sincerity is enhanced by his humor. Dr. Munthe investigated public and college libraries, their practices and administra-

tions. Unimpressed by statistics, he looked behind the Potemkin façades and saw the field thickly planted with artificial flowers. He believes in publicity but not in exaggeration.

Several chapters deal with the library and the community. The library's reputation for honesty is generally accepted, says the author, the profession stands high in civic esteem because it maintains its integrity in the midst of political partisanship; the need of the day is scholarship, the cry for persons with advanced training is loud, but libraries seldom offer positions—with commensurate salaries—to men with library and advanced academic training.

It is startling to read that Dr. Munthe found less democracy in the administration of American than of European libraries. To him the explanation lies in the difference in status of staff members. He also found that in Europe there is a more favorable balance between the various salary groups. It is not that in America the chief is paid unreasonably well, but that his collaborators are paid undeservedly low. The living and working conditions of American librarians leave a great deal to be desired.

Dr. Munthe touches every library problem briefly but vitally. His praises are generally admitted as well deserved; his adverse criticisms, though seconded by many librarians, have not been broadcast. It is for this reason that his critical attitude is emphasized in this review.

GEZA SCHUTZ
*Public Library, Montclair, N. J.*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## Survival Under Adjustment

THE NEGRO FAMILY IN THE UNITED STATES, by E. Franklin Frazier. University of Chicago Press. 686 pp. Price $4 postpaid by Survey Associates, Inc.

THE thesis of Dr. Frazier's comprehensive study of the Negro family in the United States is the natural history and sturdy survival of a preliterate people as it made adjustment to Western civilization. In the process of adjustment and cultural assimilation, this group was virtually stripped of its basic cultural heritage. Its biological character has been altered, and it has experienced cultural crises and shocks of deeplying significance. In a peculiar sense the Negro family is a product of the American social and economic institutions and ideologies. For, under these institutions and frequently against their weight, this group has been forced to make a life of its own, while at the same time it was being assimilated into the dominant American patterns of life.

Three periods mark the development of the Negro in America: the transplantation from Africa to America; the transition from slavery to freedom; mass migration from the plantation to the city. Over these periods the Negro family gradually achieved stability, refashioned restraints upon sex and family behavior and modified the Negro folk culture patterns. The more advanced of the families have taken over successfully the attitudes and sentiments together with the external aspects of the culture of the dominant race.

At least three features have been dominant in the determination of present Negro family structure: the role of the Negro mother; the role of free and mixed-blood families; urbanization. Pride in status, material accumulation and the common struggle against hostility have been a cohesive force in the free Negro families. Urbanization has been a cultural emancipation, but it also has taken a serious toll. Problems of delinquency, desertion, illegitimacy mounted with the first shock of urbanization, but have diminished in severity with progressive reorientation to the new environment. Class consciousness has been accentuated, a middle class has been created, and Negro workers in the city have tended more and more to become labor conscious members of a larger economic class.

Dr. Frazier's thesis is supported by an amazing accumulation of biographical and autobiographical narratives, hundreds of family histories, statistical data, case records and pertinent historical documents. These are analyzed with scholarly thoroughness and insight, and fashioned into a readable volume. The book, undoubtedly one of the most significant sociological documents on the family published in recent years, will be found indispensable to the social worker who seeks to bring intelligent understanding to the basic social problems of the Negro.

*Fisk University* CHARLES S. JOHNSON

## The Small Loan Business

PERSONAL FINANCE COMES OF AGE, by M. R. Neifeld. Harpers. 324 pp. Price $3.50 postpaid by Survey Associates, Inc.

"THIS book," says the author, "attempts to analyze that phase of the consumer credit structure which is the personal finance business." Mr. Neifeld has amassed a group of facts, has organized them in statistical tables and has made an intelligent and sensitive interpretation of them as well as "a living record of human bewilderment and distress; of men and women buffeted by forces beyond their control or understanding; presenting the statistical picture of the ravages of unemployment and of economic instability and flux."

The period covered includes the years 1915 to 1937, but the greater emphasis is upon the depression years. In Part I,

"Social and Legislative Changes," such matters as the social effect of state regulation are discussed. "Capital invested in the personal finance business moves freely into states where operating conditions, under legal regulation, are practical; and withdraws where drastic reductions by the state legislature of the permitted rate of charge make it impossible for investment to earn a reasonable return." In the chapter, "Self-Regulation of Personal Finance" the author says: "It is not too much to say that without the broad ethical standards of interpretation accepted by personal finance agencies through membership in their state and national associations, the socializing effect of small loan legislation would never have achieved the degree of penetration that is apparent."

Part II deals with "The Borrower." "He is a comparatively young man between thirty and forty years of age and is head of a normal, healthy, average family. One cannot help being struck by the decency and the high code of self-respect and self-reliance which is shown." As to why people borrow, Mr. Neifeld says: "This fragmentary information cannot be taken at face value, because the reasons which borrowers assign at the time they apply for loans are psychological rather than real, and are not necessarily the true causes. Thus a loan may be classified as to consolidate debts because at the moment when it was made the pressure of petty creditors on the debtor seemed to make the cost of the loan a small price to pay for the peace of mind secured through a programmed arrangement for liquidating all the indebtedness, with one creditor replacing many. Actually, the true cause of the current difficulty may have been an accident, a failure to meet rent, taxes or mortgage payments, improvidence, or a period of unemployment many months ago which threw the family budget out of line and caused a reluctant or a careless accumulation of debt among a number of tradespeople."

Part III covers "Personal Finance Company Operations." Here charts show the cost of handling a small loan. As to this the author comments: "The more refined cost accounting analyses are useful for some purposes, such as the formulation of company and legislative policy, but for a simple figure by which to grasp the cost of servicing the individual borrower from a personal finance company, the average monthly expense per account has much to recommend it." Part III also discusses the assets, gross income, collections, expenses, and net earnings of personal finance companies. The material consists largely of reports of the companies themselves and of state banking examiners.

It is stimulating to realize that the business of lending small sums of money has reached such a degree of maturity that it is possible to compare it with other businesses and at the same time to distinguish it from operations of a charitable rather than business nature. The book should be read by bankers, social workers, lawyers, legal aid attorneys. It is a substantial and painstaking contribution to the literature on the subject.

*Duke University* JOHN S. BRADWAY

## New York's Services

DIRECTORY OF SOCIAL AGENCIES OF THE CITY OF NEW YORK, 1940. Prepared under the direction of the Committee on Information Services of the Welfare Council of New York City, Anastasia H. Evans, editor. Columbia University Press. 469 pp. Price $3 postpaid of Survey Associates, Inc.

MORE than 2400 social and health agencies are listed in this latest compilation of New York's welfare services—an imposing number even for a city of seven million. What is more impressive is the character of the newest additions to the biennally compiled list. Including as they do the Greater New York Fund, a central financing organization, and several regional councils of social agencies, these additions indicate the trend toward closer coordination among the numerous agencies—a continuation of the movement toward definite community planning early made manifest in 1883 by the publication's debut under the auspices of the old Charity Organization Society. Now any New York social worker who sees his job as a community job finds such a complete and up-to-date directory an indispensable tool for carrying on his work. KATHRYN CLOSE

## The Father of Probation

JOHN AUGUSTUS—FIRST PROBATION OFFICER. National Probation Association. 104 pp. Price $1.50 postpaid by Survey Associates, Inc.

THE National Probation Association has done well in following up Sheldon Glueck's suggestion of a reprint of the "Report of the Labors of John Augustus" originally published in 1852. The introduction by Dr. Glueck, characteristically challenging and stimulating, prepares the reader for the absorbing narrative that follows.

John Augustus was a true pioneer. His autobiographical report pictures the humble beginnings of a great humanitarian movement; his techniques, case stories, and observations on certain social conditions in the early forties point up the realization that we today have much in common with that earlier period.

Augustus was not an unsuccessful person looking for a cause to champion; he had been a substantial man in the Lexington community for many years before he removed to Boston in 1827 and continued his bootmaking industry. Undoubtedly he was caught up in the swell of the temperance movement, for he says: "It was at this time that the Great Washingtonian Temperance reform was exciting the attention of the public mind." So, in 1841, at fifty-seven years of age, "I put my hand to the plough." He had a dynamic personality, the drive of a crusader and the intelligent courage of a man determined to overcome all obstacles. He was rebuffed in many ways by "petty officials 'clothed with a little brief authority'." However, "I always endeavored to keep myself as cool and as calm as possible under such treatment, keeping my object constantly in mind."

The result of his first case from the court "was truly encouraging. . . . The judge expressed himself much pleased with the account we gave of the man [whose] offense was that of yielding to his appetite for intoxicating drinks." Augustus continued to bail men arrested for drunkenness, but within a year or two he was "bailing on probation" men, women, and children charged with various offenses. His efforts to interest others in his work, find employment, secure temporary homes and hospitalization and, in short, to make use of all community resources for his charges, are illuminating as good current technique.

Augustus knew the value of records. His were accurate and legible, if not voluminous, and he was justly proud of his percentage of success, the key to which was his care in selecting cases. "Great care was observed, of course, to ascertain whether the prisoners were promising subjects for probation, and to this end it was necessary to take into consideration the previous character of the person, his age, and the influences by which he would in future be likely to be surrounded." He was a man of action and practiced what he preached. He gave temporary lodgings in his own home to innumerable persons, expended his time and money on his labors. Later, when he secured some funds from his friends, he gave up his sadly neglected shoe trade. He was much impressed with a "clergyman actually going 'out into the highways and hedges' " to assist him in rescuing an intoxicated man from the street. He says: "I have related this as an instance of *practical* preaching; this act of the Rev. gentleman was a noble one and if the clergy of all denominations would preach in this way a little more than they do, I am confident that a much greater amount of good would be accomplished than now is."

Augustus performed his labors on the principle "that the object of the law is to reform criminals and to prevent crime and not to punish maliciously, or from a spirit of revenge"; he did not believe in "the folly of attempting to force a man into reformation" and he firmly believed that "the performance of an act small in itself may be attended with consequences too great to be calculated." His work

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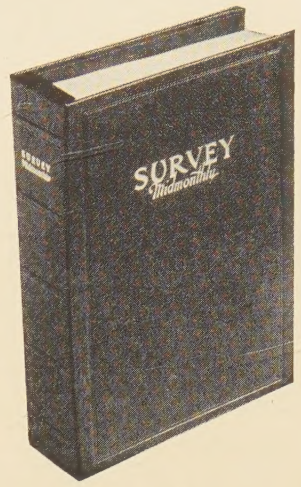


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gave rise to an unsuccessful legislative "memorial" in 1845 to found an asylum for the temporary care of the intemperate; to the appointment of officials to grant bail; to the movement for public defenders; and to a quickening of community realization of the rehabilitative possibilities of the courts through the probation device and through more coordinated efforts of private philanthropy.

*Commissioner* ALBERT B. CARTER
*Massachusetts Board of Probation*

### Fundamental of Improvement

RURAL COMMUNITY ORGANIZATION, by Dwight Sanderson and Robert A. Polson. Wiley. 448 pp. Price $3 postpaid by Survey Associates, Inc.

THIS interesting and readable volume is a straightforward presentation of rural sociological concepts and of ways in which rural communities may be organized with a number of descriptions of such communities. There are numerous references, an excellent bibliography, and suggestions at the end of each chapter of topics for further study and discussion. Its subject matter should give it a wide audience in these days of bitter divergences of opinion in America and growing recognition of the great importance of problems of our rural population.

"In times of crisis people naturally come together to solve the problems of the common welfare," say the authors. "By a study of its situation a community can make better use of the resources at hand and can greatly improve its social control so as to advance the interests and values which it holds to be desirable and to retard those which it deems undesirable. . . . Community organizations may be conceived either as a process of integration of existing groups or organizations, or as the development of more of them to satisfy unmet social needs."

The rural community therefore faces the dual problem of securing greater efficiency on the part of all its private and public organizations through ever-increasing cooperation and interrelation of programs and the multiplication of such associations to meet ever-developing needs. It is refreshing to have so well stated the fundamentals of American democracy. Our rural population which has suffered so greatly from economic, social and political changes, has within itself the possibilities of greatly improving its condition through united effort. After many of the utopian panaceas of the age, this book with its optimistic discussion of opportunities through self-organization is valuable to the general reader and an inspiration to the student.

WALTER W. PETTIT
*New York School of Social Work*

### Run of the Shelves

CAPITAL PUNISHMENT, compiled by Julia E. Johnsen, H. W. Wilson. 262 pp. Price $1.25 postpaid by Survey Associates, Inc.

ANOTHER of The Reference Shelf series, with general discussion, arguments for and against, briefs, bibliography and list of organizations working for abolition of the death penalty.

THE DEVELOPMENT OF EDUCATION IN THE TWENTIETH CENTURY, by Adolph E. Meyer. Prentice-Hall. 406 pp. Price $2.75 postpaid by Survey Associates, Inc.

PRIMARILY designed as a textbook for use in teachers colleges, this book includes descriptive accounts of experimental schools in this country and abroad, and illuminating comparisons between traditional and progressive education, bringing out pluses and minuses of each.

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## THE PAMPHLET SHELF

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THIS PROBLEM OF FOOD, by Jennie I. Rowntree. Public Affairs Committee, 30 Rockefeller Plaza, New York. 32 pp. Price 10 cents.

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CONTROL OF THE VENEREAL DISEASES IN THE UNITED STATES. Supplement No. 10 to *Venereal Disease Information*. Published by the U. S. Public Health Service. From the superintendent of documents, Washington, D. C. 25 pp. Price 10 cents.

State regulations and a report of an advisory committee to the U. S. Public Health Service, with recommendations for state and local programs. Foreword by Surgeon General Thomas Parran.

TUBERCULOSIS AND SOCIAL CONDITIONS IN ENGLAND: WITH SPECIAL REFERENCE TO YOUNG ADULTS, by P. D'Arcy Hart and G. Payling Wright. National Association for the Prevention of Tuberculosis, Tavistock Square, London, W C 1, England. 165 pp. Price 3s.

A statistical study of phthisis, especially in young men and women fifteen to twenty-four years old. It explores the relation of the disease to housing, migration, nutrition, occupation, personal habits and the whole standard of living.

### Housing

HARLEM HOUSING, by Franklin O. Nichols. Citizen Housing Council of New York City, 470 Fourth Avenue. Price 25 cents.

A survey of the housing conditions of New York City's "Community Problem Number 1," with suggestions as to remedies whereby better conditions can be achieved and property values increased.

HOUSING—WHAT'S IT WORTH? Compiled under supervision of Arthur Bassin, New York City Housing Authority, 105 East 40 Street. 12 pp.

A study of residential construction in several countries during the past ten years showing how a comparable program of construction in the United States would affect manufacturers, building contractors, real estate owners and workers.

DIFFERENTIALS IN HOUSING COSTS, by David L. Wickens. Bulletin No. 75-P. National Bureau of Economic Research, 1819 Broadway, New York. 15 pp. Price 25 cents.

One of several studies pertaining to residential real estate, this is an analysis of the factors that account for the difference in housing costs in various sections and cities of the country.

BASIC PRINCIPLES OF HEALTHFUL HOUSING. From the Committee on the Hygiene of Housing. American Public Health Association, 50 West 50 Street, New York. 32 pp. Price 25 cents.

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QUANTITY AND COST BUDGETS FOR FOUR INCOME LEVELS. 96 pp. Price 75 cents.

QUANTITY AND COST BUDGET FOR A SINGLE WORKING WOMAN. 10 pp. Price 10 cents. Both by the Heller Committee for Research in Social Economics. University of California Press, Berkeley.

An attempt to give standard budgets for the executive, clerk, wage earner, and dependent family, as a basis for an estimate of the cost of a "health and decency" standard of living at various income levels at a particular date and locality, and for measuring changes in the cost of living from year to year. Included are weekly food allowances for persons of specified age and sex, tables for tubercular adults, undernourished children, nursing mothers, and initial cost for a baby born in a dependent family.

SCOUTING IN LESS-CHANCE AREAS. Boy Scouts of America, 2 Park Avenue, New York. 55 pp. Price 15 cents.

A description of the experiments carried on in Buffalo, Cleveland, Chicago, to extend scouting into "less-chance" areas and help solve the problem of juvenile delinquency; also, the basic principles upon which these experiments were based.

CONFERENCE PLANNING AND MANAGEMENT: A CHECK LIST FOR ASSOCIATION EXECUTIVES. Public Administration Service, 1313 East 60 Street, Chicago, Ill. 24 pp. Price 50 cents.

Although conferences are tailormade and not prefabricated, this outline of some of the principal points to be observed when any conference is being planned—summarized from a series of round table discussions of national organizations concerned with government—should simplify the task of organization committees.

### Miscellaneous

REFUGEE FACTS. American Friends Service Committee, 20 South Twelfth Street, Philadelphia, Pa. 24 pp.

A study of the German refugee in America, giving statistical data, an analysis of present immigration, a discussion of its probable results.

DEBTS—GOOD OR BAD, by Maxwell S. Stewart. Public Affairs Committee, 30 Rockefeller Plaza, New York. 32 pp. Price 10 cents.

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### Health

**THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.**—Dr. Arthur H. Ruggles, president; Dr. George S. Stevenson, Medical Director; Clifford W. Beers, Honorary Secretary and Founder; Paul O. Komora, Associate Secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

**NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING**—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

**NATIONAL TUBERCULOSIS ASSOCIATION**—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

**BIRTH CONTROL FEDERATION OF AMERICA**—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman of the Board, Richard N. Pierson, M.D. General Director, Woodbridge E. Morris, M.D.

**THE WOMEN'S FIELD ARMY OF THE AMERICAN SOCIETY FOR THE CONTROL OF CANCER,** 1250 Sixth Avenue, New York City. An educational group of lay women active in forty-three states under the supervision of physicians representing state medical societies. Information, literature, speakers, newspaper articles may be secured without charge.

### New York City

**THE BIRTH CONTROL CLINICAL RESEARCH BUREAU,** 17 West 16th Street; **MARGARET SANGER,** Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

### Family Living

**ASSOCIATION FOR FAMILY LIVING, THE** Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

### Recreation

**NATIONAL RECREATION ASSOCIATION**—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

### Penology

**THE OSBORNE ASSOCIATION, INC.,** 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

### Religious Organizations

**COUNCIL OF WOMEN FOR HOME MISSIONS**—297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

**NATIONAL COUNCIL OF JEWISH WOMEN, INC.**—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

**NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS,** 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

**NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS**—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

### National Conference

**NATIONAL CONFERENCE OF SOCIAL WORK**—Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

### Racial Adjustment

**NATIONAL URBAN LEAGUE, INC.,** with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

### Community Chests

**COMMUNITY CHESTS AND COUNCILS, INC.** 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

# Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
W. I. Newstetter, *Dean*

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Rev. Joseph Husslein, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Arlien Johnson, *Dean*

UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
A. E. Grauer, *Director*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

COLLEGE OF WILLIAM AND MARY, School of
Social Work and Public Health, Richmond, Va.